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ABSTRACT

Contents of Part One include, in addition to the testimony of the witnesses called, such materials as: examples of citizen complaints, about the operation of school lunch programs; a report on the nutritional status of preschool Mexican-American farm children; a report on the Demonstration Migrant Nutrition Education Project, Edinburg, Texas; a review of studies of vitamin and mineral nutrition in the United States (1950-1968); White House Conference on Food, Nutrition and Health--Report of Followup Conference, Williamsburg, Va., February 5, 1971; Food and Nutrition Service: Part 210 Regulations, current as of Sept 4, 1970; soybean proteins for human diets; and, recipes using noninstant, nonfat dry milk. Contents of Part Two include, in addition to the testimony of witnesses called, such materials as: articles dealing with the hot lunch programs in Kansas City; elementary school enrollments and capacities, September 1968; summary of vital statistics, secondary schools, Kansas City, Kans.; matching requirements of the amended School Lunch Act; cafeteria food programs; trends developed in the cafeteria to reduce cost of production; items considered in compiling school meal expenses; and, a report on the fast production assembly lines producing convenience foods to serve 40,000 students in ghetto schools. (JM)

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NUTRITION AND HUMAN NEEDS—1971

HEARINGS

BEFORE THE

SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

NUTRITION AND HUMAN NEEDS

PART 1—REVIEW OF THE RESULTS OF THE WHITE HOUSE CONFERENCE ON FOOD, NUTRITION, AND HEALTH

WASHINGTON, D.C., FEBRUARY 23, 24; MARCH 2, 1971

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REVIEW OF THE RESULTS OF THE WHITE HOUSE CONFERENCE ON FOOD, NUTRITION, AND HEALTH

TUESDAY, FEBRUARY 23, 1971

U.S. Senate,
Select Committee on
Nutrition and Human Needs,
Washington, D.C.

The committee met at 10:35 a.m., pursuant to call, in room 1318, New Senate Office Building, Senator Robert J. Dole presiding.

Present: Senators McGovern, Hart, Dole, Bellmon and Schweiker.

Present also: Kenneth Schlossberg, staff director; Clarence McKee and Julia Bloch, professional staff members.

Senator Dole. The chairman is engaged in a caucus which he cannot leave at this moment. So, we will proceed with the hearing. I understand Senator McGovern will be here in the next 15 or 20 minutes.

I think others have connections to make and time limitations, including myself, and I am not certain about Senator Bellmon.

Senator McGovern does have an opening statement which will be read at this point before we call on the first witness.

Mr. Schlossberg. This is Senator McGovern's statement.

OPENING STATEMENT OF SENATOR GEORGE McGOVERN, CHAIRMAN OF THE SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS

Mr. Schlossberg. There will be elements in this morning's hearings that all of us have seen and heard before: starving children, wasted lives, misdirected programs, inadequate Government response.

It is uncomfortably like the scene 4 years ago when Senator Clark chaired the first of the hearings on hunger in America, not unlike the early hearings of this committee, not unlike the pleadings of participants at the White House Conference on Food, Nutrition, and Health.

Progress has been made; nobody here disputes that. But it is like claiming victory just for staying in the game. While children starve in urban ghettos and migrant labor camps, claims of victory are empty. The object is to end hunger. That has not occurred.

One witness in particular disturbs me this morning. Not many weeks ago we learned that the emergency food and medical services program operating out of the OEO would be discontinued. After June 30 of this year they would have no new granting authority and would simply last until their present grants expired. The rationale was that the "emergency"—always a misnomer—was over. Yet one witness this morning, working on a grant from the emergency food program, the program that is over, comes with evidence that the emergency is far from over.

I have been listening to testimony on hunger and nutrition long enough to read between the lines of cautious statements of scientists.

What Dr. Peter Chase brings to our attention today is among the most dramatic and disturbing evidence that this committee has heard since it began in December of 1968.

Working in a small area, among a few hundred migrant families, Dr. Chase found seven cases of kwashiorkor—as many as the national nutrition survey in the States they have been permitted to report on. He has found countless cases of marasmus. He has documented 29 cases of trachoma—a disease which, if untreated, will cause blindness. These are the dread diseases of the developing world.

These are the "extremes" that could not be found in America. These are the aberrations, the national scandals. In every case the cause is known and preventable: It is malnutrition—prolonged, severe, debilitating.

For very case of kwashiokor and marasmus, the incidence of lesser degrees of malnutrition are believed to be in the hundreds.

Dr. Chase, a scientist and former research associate at the National Institute of Child Health and Human Development, has more than amply documented that the conditions which aroused an unsuspecting nation 4 years ago persist and are as virulent today. We seem to have come, full circle, without ever leaving our path. First, the physicians in Mississippi, then the citizen efforts, the congressional committee hearings, and now a physician and his coworkers in Colorado.

At the first of the hunger hearings in July of 1967, Dr. Raymond Wheeler, a southern pediatrician of 20 years experience, concluded his remarks with the following words. I believe they apply to the testimony we are about to hear. He said:

> * * * For we are now concerned with little children whose one chance for a healthy, productive, dignified existence is at stake.
>
> I invite (the) Senators * * * to come with me into the vast farmlands * * * and I will show them the children of whom we have spoken. I will show their bright eyes and innocent faces, their shrivled arms and swollen bellies, their sickness and pain and the misery of their parents.
>
> Their story must be believed, not only for their sakes, but for the sake of all America.

Mr. SCHLOSSBERG. That is Senator McGovern's opening statement. He was going to introduce Mrs. Edelman with some very complimentary remarks. I am sure he regrets he could not be here to do that.

Mrs. Edelman's experience with the hunger problem goes back many years, 3 or 4 years, the first days in Mississippi. She is eminently qualified to speak about the issue and about the White House conference. itself, in which she was an original participant.

Senator Dole.

Senator DOLE. Senator McGovern is now here.

Your opening statement has been read.

The CHAIRMAN. At this point. I would like to have a statement from Dr. Jean Mayer, chairman of the White House Conference on Food, Nutrition, and Health, made part of the record.

(Dr. Mayer's statements follows:)

Statement of Dr. Jean Mayer, Professor of Nutrition, Harvard University, and Chairman, First (1969) White House Conference on Food, Nutrition, and Health for the Hearings of the Senate Committee on Hunger and Other Human Needs, February 23, 1971

Dear Senator McGovern: I deeply regret that commitments of long standing are keeping me in the West and depriving me of the honor of being once again your leadoff witness in important Hunger and Nutrition hearings. I welcome the opportunity of making a brief statement to list these points which conferees at the follow-up meeting in Williamsburg most strongly emphasized. I, personally, endorse all of these unreservedly.

1. Since the White House Conference, considerable progress has been made in the fight against hunger. Considerably more remains to be done.

2. The biggest deficiencies at the Federal level are the underfunding of practically every program, particularly, at the moment the school lunch and breakfast programs, and the lack of clearcut, unambiguous Federal directives to local authorities. Overall coordination of Food and Nutrition programs is lacking.

3. At the State and local level, there is often even more extreme lack of commitment to the National goal formulated by the President of eliminating hunger from the United States. Poor people are treated without compassion, if not, often, with outright contempt. The spirit of Federal laws and directives is often blatantly flouted, with minimal Federal response.

4. Encouraging beginnings have been made by Industry and Regulatory Agencies in the areas of labelling, enrichment and fortification, and nutrition education. Again, much more remains to be done. A particularly weak point is the lack of an effective, rapid, and specialized scientific advisory machinery to the regulatory agencies and to industry. Greater consumer advisory input is also essential.

The Chairman. Mrs. Edelman, I want to apologize to you and members of the committee for my late arrival. The majority leader called an unexpected meeting of a majority caucus this morning—it is still in progress—on some very important matters. But we will be happy to hear your statement now.

STATEMENT OF MRS. MARIAN WRIGHT EDELMAN, DIRECTOR, WASHINGTON RESEARCH PROJECT

Mrs. Edelman. Thank you, Mr. Chairman.

I am Marian Wright Edelman, director of the Washington research project, an organization concerned with problems relating to poverty, education, and race relations.

My concern with the problem of hunger and malnutrition in America goes back to a time when I was associated with the NAACP legal defense and educational fund in the State of Mississippi.

In that capacity, I testified almost 4 years ago before the Senate Subcommittee on Employment, Manpower and Poverty, chaired by then Senator Joseph Clark. It was an extremely bad time in the Mississippi Delta, and I said without qualification that people were starving and no one was responding to their plight.

Since then the issue of hunger has been the subject of a citizen's report, two poor people's campaigns, a television documentary, extensive hearings by this select committee and a White House conference convened by President Nixon.

Public concern has been aroused, legislation has been enacted, and some progress, too often grudging, has been made. Food stamps and surplus commodities are feeding about 12 million persons now, compared with 6 million 2 years ago.

The free school lunch program is feeding between five and a half and six million children, compared with 3 million 2 years ago.

But while acknowledging progress, I find myself bitter and despairing that I am here this morning. For if we can't stop hunger in this country, and have not in 4 long years, what can we do?

If we are not human enough or moral enough to feed hungry children unhesitatingly and swiftly, without political wrangling and jurisdictional disputes and contentions of cost, using every means at our disposal when we know that they need more food, how will we respond to the "bigger" issues of life facing our society—of education and housing and employing our people, or of establishing and maintaining a peace here and abroad and of nurturing a new quality of life for our young people who are rejecting our institutions?

How we confirm their cynicism when we fail to respond on the most elementary level to the most elementary need of our people for adequate food.

I urge once again that we move with a new sense of urgency to feed all who need it—not half—and promise and assure ourselves that not another child will be crippled by marasmus or die from kwashiorkor in this country, this year or ever again. To our shame, it persists, as Dr. Chase will show shortly.

The specific subject before us today, however, is the White House Conference on Food, Nutrition, and Health held more than a year ago. To what extent has that Conference helped—or hindered us toward our goal of speedily eliminating all hunger and malnutrition from America?

Or, more specifically, to what extent has it hastened or failed to hasten the pledge which President Nixon made in a speech to Congress, and repeated to the Conference, "to put an end to hunger in America, itself. For all time."

I was a participant in the White House Conference, on the panel which dealt with the major Government food assistance programs, and that is to what I intend to confine my remarks.

At the outset, it might do well to remind ourselves of the President's opening address to the Conference:

> This meeting marks a historic milestone: What it does is put a seal of urgency on our national commitment to put an end to hunger and malnutrition due to poverty.
>
> I know that you (the conference participants) take your work seriously and we are going to take your report seriously. I expect the results of this conference to be not just words but action.

He reminded us that:

> For 22 years, I have been watching White House conferences. I have attended them and I have seen the effort that went into them, an enormous voluntary dedicated effort. I have seen it too often wither away in futility as the reports gathered dust on Government shelves. Well, beginning with this conference, this is going to change.

The administration's actions since that speech are not consistent with those promises. Instead of the White House Conference putting "a seal of urgency" on the problem of hunger in this country, it seems more to have cloaked that urgency in silence.

The administration has not taken seriously most of the recommendations of the Conference: there was no declaration of a national hunger emergency; the administration rejected the Conference's recommended $5,500 annual guaranteed income; it opposed the McGovern-Javits food stamp bill; it opposed the strongest possible legislation to provide free lunches for all needy children; it has yet to produce a simple certification system for food stamp recipients; and it has not in fact transferred food programs from the Department of Agriculture to HEW.

Moreover, the progress which has occurred since December 1969 has often taken place in spite of White House action rather than because of it.

The rejection of the conference recommendations, in effect, meant that millions of our fellow citizens are continuing to suffer unnecessarily from hunger and malnutrition due to poverty. If the conference recommendations had been accepted by the administration, we would be meeting today with a sense of satisfaction that at least one of our serious national problems had been solved.

This may sound harsh to some members of this committee. You have frequently heard of the gains in the battle against hunger in the past year. But I believe the record supports a harsh judgment—a record of outright opposition to some measures and a failure to push others that would effectively and finally eliminate hunger, of continuing to permit half of our Nation's 25 million poor to struggle without food assistance.

I would like to interject here, because I have been in this business for 4 years and it is a thing I would like to raise again. If this country cannot solve hunger, what can it do? As somebody who is concerned with ending discrimination in schools, employment, health and housing and all the more complex issues, if somehow we have not managed in 4 years to get the food out to the people, to stop crippling children, to provide the minimum elementary assistance to our children, I am not sure what we can do in the other critical areas of need.

It has been a question of will rather than the means with which to do it. The fact that we have not acted more decisively after 4 years deserves a very harsh judgment.

Senator DOLE. There have been some improvements in that 4-year period.

Mrs. EDELMAN. There have been some improvements.

We are feeding over half, double the number of people on food stamps. We are feeding approximately double the number of children on school lunches. That is only half of what we need to do.

It seems to me we have to keep in mind what the universe of need is. We are still not feeding 12 million people who need it and millions of schoolchildren who need it. We can easily do it with our resources and a little more effort. I think that is what we should bear in mind.

Senator DOLE. I think that is our goal.

I heard a report on WTOP about a month ago with reference to food stamps in the District of Columbia where a little more than 30 percent of the applicants were not eligible for food stamps.

Have you ever looked into the abuses of any of the programs, or is that necessary? Do you think that is necessary?

Mrs. EDELMAN. Senator, we have looked at the abuses. We have also looked at abuses of those administering the programs. No one has done a detailed systematic study. I think the abuses by the poor are minimal and are often used to cloud the issue rather than resolve it.

Senator **Dole.** The point I make is that if we are going to meet the goal you suggest and the goal we all want to meet, then we also have to take a look at some of the abuses in the program. There are those who are receiving benefits who are not entitled to benefits, who are, in fact, depriving those who should have the benefits.

We have all kinds of testimony about not doing more and more in the food stamp program. It is my hope that some time this year we will have a day or two of hearings on abuses in the food stamp program and other programs, not to deprive those in need of help but to assure help is available to those who are deserving.

Mrs. **Edelman.** We would welcome such hearings.

I would make one or two points.

I would bet my next month's wages that the abuses we would find by those who administer the program far exceed those on the part of the recipients.

The abuses you will find are by people who have to choose between buying food and adequate clothing for their children or buying better housing.

The point is that the poor have so little they are forced to juggle.

The abuses of the poor in this program are nowhere near the abuses of the rich in other programs.

Senator **Dole.** I think we should recognize in any program, rich or poor, there are going to be some abuses.

If we are going to have maximum benefits, we ought to eliminate as much of the abuses as we can.

We have never directed ourselves in this committee to look closely at the abuses although I do understand we plan to do that this year, not for the purpose of depriving those who have a definite need, but for the purpose of broadening the program by eliminating some of the abuses.

Mrs. **Edelman.** I agree we should do it.

Senator **Dole.** You don't object to that?

Mrs. **Edelman.** I don't object to it.

I simply say again that the key problem is getting enough money to meet the needs of all eligible Americans. That would solve more of the problem than anything else.

Earlier this year, the President invited a select few of the original conference participants to Williamsburg for a so-called "followup Conference." Since I was not included in that small group, I welcome this opportunity to present my own "followup review" of the conference recommendations, especially those which came from my panel.

A key conference recommendation was that the administration strongly support passage of the McGovern-Javits food stamp bill which the Senate had passed in September 1969. The conference supported that bill because it was clearly the only comprehensive measure before the Congress to deal with hunger in poor families. The support for this measure was not an idle gesture; it was a most serious recommendation upon which the conference participants sincerely hoped the administration would act promptly and vigorously.

Instead, the administration opposed such legislation, and now makes no secret—as it did earlier—of that opposition. In material prepared for the Williamsburg conference, the administration said of the McGovern-Javits bill—"its provisions go beyond those needed to combat poverty related hunger."

Which provisions? The provision of a definite date for a nationwide food stamp program? The provision for a nutritionally adequate diet instead of the emergency economy diet? The provision of free stamps to families with incomes of $66 a month, instead of a miserly $30 a month? The provision to cut through the redtape strangling the program across the country? The provision of $2.5 billion next fiscal year, instead of the $2 billion proposed by the administration?

Which of these provisions go too far? The administration has never explained. Instead, it helped cut down a comprehensive food stamp bill on the House floor and behind the closed door of the conference committee.

Not only did the major reforms in McGovern-Javits get lost but, worse, the new food stamp law contains a repressive and regressive work requirement that punishes young children for the alleged sins of their parents, or any other adult member of their family. This was not what the White House Conference on Hunger wanted. But this is what the administration must be held accountable for.

We must now look forward in the year ahead to little more than the status quo, rather than continued expansion of the food stamp program which the White House conference had envisioned. Two billion dollars is sufficient to maintain the program at its current level—but little more.

This means that we must continue to feed more than 3 million persons with the degrading and insufficient surplus commodities program—a program which the administration, itself, described as of "a different nature" than nutrition programs.

"Their primary thrust," the administration says, "is to help balance the agricultural economy rather than provide income substitutes. They serve a different constituency than that concerned with nutrition and health."

That is about as blunt as it is possible to be. The stomachs of the poor shall continue to be used to balance the agricultural economy—whether it nourishes them adequately or not. It is time that we reversed our perspective, so that our vast agricultural productivity is used to balance the inequities of a society which leaves too many of its members hungry.

A second major recommendation of the White House conference had to do with school lunches. The conference recommended that emergency action be taken to reach, before the end of the last school year, the then 5 million needy children not receiving free or reduced priced lunches.

Following the conference, the President specifically pledged to feed at least 6.6 million children by last Thanksgiving. Yet, when Thanksgiving rolled around, we were short of the President's goals by more than 1½ million children; and at least 3 million eligible children in all were still not being reached.

Again, despite the call of the conference to treat the school lunch feeding gap as a matter of highest priority, the administration opposed—in this case unsuccessfully—the strongest legislation possible, and it has dawdled and dragged its feet administratively to a point where when next Thanksgiving rolls around, millions of hungry children still will be missing the lunches to which they are entitled.

Senator DOLE. What legislation was that?

Mrs. EDELMAN. The Talmadge bill in the Senate.

We have some analyses of the comparable bills.

Senator DOLE. Perhaps it might be helpful to have those in the record.

Mrs. EDELMAN. I will be glad to submit a comparative analysis to show the provisions of the various bills then pending on the school lunch program.

(The analysis of comparable bills follow:)

AN ABBREVIATED COMPARISON OF THE MAJOR PROVISIONS OF THE TALMADGE BILL, THE HOUSE BILLS, AND THE ADMINISTRATION'S FORMAL POSITION FOLLOWS

	Talmadge bill	House bills	Administration position
1. Funds for free and reduced price meals.	1970—Additional $155,200,000; 1971—$250,000,000; 1972—$300,000,000.	Additional $100,000,000	No new funds needed—opposed.
2. Eligibility for free and reduced meals.	Retain present inadequate and nonpoliced guidelines instructing schools to announce criteria.	Public announcement of criteria (no real change).	Retain present inadequate and nonpoliced guidelines instructing schools to announce criteria.
Possible floor amendment: McGovern-Javits—$4,000 nationwide minimum eligibility level for a family of 4.			
3. Definition of reduced price meal.	Not to exceed 20 cents	No definition	Opposed because of lack of adequate funding, which Administration refuses to request.
4. Role of food service technology and catering.	No change from present policy of, in practice, excluding innovation and private food service management by means of emphasis on nonprofit nature of program and restrictive regulations and contracts. Talmadge would authorize $6,000,000 for demonstration projects and $4,500,000 for pilot projects to improve food service delivery methods at State option.	No change from present policy (see adjoining column).	Hekman, Administrator, Food and Nutrition Service: "I plan to make a study of this." Lyng, Assistant Secretary for Consumer and Marketing Services: "From experience with this approach (new technology and management techniques) we know that it can result in great economies." Real position: ?, but at political mercy of little old ladies in aprons.
Possible floor amendment: Javits—$25,000,000 authorized for demonstration programs with private food companies for supply, preparation, and delivery of food to poverty area schools with limited facilities or none at all.			
5. State matching	$1 State to $1 Federal ratio with 5 percent overall from State revenues in 1972 and 1973 on up to 25 percent in 1983 and thereafter (added State input: 1971-72—$32,800,000).	No change from present $3 State to $1 Federal ratio, but 3 percent overall from State tax revenues in 1971 and 1972 on up to 7.5 percent in 1977 and thereafter (added State input; 1971 and 1972—$19,700,000).	No change from present $3 State to $1 Federal ratio with no meaningful State input because of State's reliance on children's payments to meet their share. (States now only pay ½ of 1 percent of program cost from State revenues.)
6. Equipment assistance	1970—$38,000,000; 1971—$33,000,000; 1972—$15,000,000; thereafter—$10,000,000.	No change, although $100,000,000 may be used to finance purchase or rental of equipment.	Opposed.

Senator Dole. Also, it is my understanding that more than two-thirds of the recommendations of the White House conference were adopted by the Department of Agriculture as were 70 percent of those recommendations accepted by HEW.

I would like at the conclusion of your statement to include in the record at least the disposition.

Mrs. Edelman. Fine.

I have seen the response in Williamsburg, the administration's fact sheet.

What I am referring to this morning is what they have done compared to what they agreed to do.

Let me be specific.

In the legislation enacted last May, the administration unsuccessfully opposed air-tight language giving every needy child a legal right to lunch. Instead of language that said each child "shall receive" a lunch, the administration lobbied for language saying each child would "be eligible to receive." Such language would have been meaningless.

Children have been theoretically eligible since the program began 25 years ago. They simply have never been fed.

Senator Dole. Can I ask what difference that language made?

Mrs. Edelman. Legally to say that "every child shall receive" is an effective directive; it is a mandate. To say they are "eligible to receive" is very loose. It does not require any action.

Senator Dole. Did it have any practical effect?

Mrs. Edelman. It had a practical effect in the sense that the guidelines written for this provision are much stronger.

I have not been pleased by the fact it has taken so long to develop the guidelines under this law.

Senator Dole. But has it deprived any needy child of a lunch?

Mrs. Edelman. It has deprived needy children of lunch because of the long delay in developing guidelines.

Senator Dole. I think it might be helpful if you could furnish that documentation.

Mrs. Edelman. I will be delighted to do that.

I am referring more to the delay. I have written letters suggesting stronger guidelines which I shall be glad to furnish to this committee.

(Letter to Hon. Clifford M. Hardin follows:)

August 6, 1970.

Hon. Clifford M. Hardin,
Secretary, U.S. Department of Agriculture,
Washington, D.C.

Dear Secretary Hardin: As a group concerned with the problems of hunger and poverty in the United States, we of the Washington Research Project were extremely encouraged by the passage of the National School Lunch Act of 1970. Unfortunately, the proposed revisions to the School Lunch regulations released by your Department on July 17, 1970, do not carry forth the high purpose of Congress in passing that law. By ignoring the statutory language and Congressional intent in several important and obvious ways, USDA regulations will drastically inhibit the full and effective implementations of the School Lunch Program. We urge you to redraft these regulations in order to ensure that all needy children will in fact receive the benefits of the program.

We were pleased to learn that on August 7, 1970 you will publish an income poverty guideline as required by the Act. It is imperative that school districts be informed of the guidelines immediately, so that they will be able both to comply with the initial reporting requirements on October 1, 1970, and to implement the national standards by January 1, 1971. In addition, you should urge all school districts to voluntarily adopt the national standards for use beginning in September, in order to take advantage of the increased amounts of federal support available under the 1970 Act.

In addition, the following sections of the proposed revisions require clarification or amendment to ensure full compliance with the new law:

SECTION 245.3.— ELIGIBILITY STANDARDS FOR FREE AND REDUCED PRICE LUNCHES

First, the revised regulations will not ensure that *every* child who cannot afford to pay for a lunch will receive one for free or at a reduced price. Eligibility criteria consisting of income level and family size are specified; but there is no *requirement* that additional pertinent criteria be applied to ensure, as Congress clearly intended, that children whose families exceed the poverty guideline are still included if they are unable to pay for their lunches. Your department should enumerate certain required additional criteria, such as special medical bills, a recent death in the family, or sudden loss of earnings; and it should make absolutely clear that all other additional standards adopted must be used to *increase* participation in the program not, as may occur in some places, decrease it. The discretionary language contained in your proposed revision falls far short of defining the affirmative obligation on local school authorities to seek out needy children and feed them.

Second, the regulations should make explicit that the eligibility standards are to be set by the school district, not each participating school, and that such standards are to be uniform throughout the entire district. The proposed revision is very confusing on this point and can be interpreted wrongly to allow the standards to vary from school to school.

SECTION 245.5.—APPLICATIONS FOR FREE AND REDUCED PRICE LUNCHES

Paragraph (a) of Section 245.5 implies that the application form from which eligibility is determined may vary from school to school. This too violates the Congressional intent that the program have a uniform procedure throughout each school district. We urge you to establish a uniform national application form or, in lieu of this, to limit the questions that may be asked on the application form developed by each district. To prevent needless intimidation and invasion of privacy, only four basic questions should be permitted:

(1) the name and address of the head of the household;
(2) the number of people in the household;
(3) the annual income of the family;
(4) the names, grades, and schools of children in the family.

Additional questions concerning unusual medical expenses or other extenuating circumstances might also be permitted that would invite the parent to answer why a free lunch should be provided where the family is not automatically eligible by virtue of the income criteria.

Provision should also be made for the distribution of these forms. We suggest that the form be sent to the parents along with the letter or notice required by Section 245.4(a) of the regulations and with an assurance that only the information on the form will be necessary. The regulations should also make explicit that the form need not be delivered personally by the applicant; in the past such a rule has greatly reduced the number of persons able to apply in many school districts.

SECTION 245.7.—HEARING PROCEDURE FOR FAMILIES

Paragraph (a) of this section is ambiguous and might very well undercut the worthwhile procedures established by Section 245.5. Under the latter provision, the information contained in an application must be accepted on its face, and the applicant's family must be deemed eligible immediately. If the school authorities believe the application is erroneous, they may investigate and challenge the family's right to free or reduced price lunches at a full hearing conducted pursuant to paragraph (b) of Section 245.7. Pending the hearing the children must continue being fed.

Paragraph (a) implies, however, that school officials may in some cases reject an application even though it meets the eligibility criteria. This ambiguity must be removed and the provision's function limited to the exceptional case in which a family does not qualify under the ordinary criteria contained in the application but wishes a hearing to establish some special ground of eligibility. (Section 245.4 suffers from this same confusion and its language too should be improved to avoid any misunderstanding.)

We hope that you will give careful consideration to these comments and the issues which they raise.

Sincerely,

Marian Wright Edelman,
Michael B. Trister,
Patricia W. Fitzpatrick.

Finally, the administration delayed in implementing the parts of the new law designed to insure full participation. The law was passed in May, but final regulations weren't issued until September—creating confusion and making it virtually impossible to meet the President's Thanksgiving deadline. And one of the most important features of the new law, a national poverty line eligibility standard, was put off until last month.

The administration's rejection, or at least neglect, of the recommendations of the White House Conference does not stop there. Beyond food stamps and school lunch there were recommendations to strengthen the Office of Economic Opportunity's emergency food and medical service program, the supplemental feeding program, and the school breakfast program.

The administration is eliminating, cutting back, or holding the line on all of these programs. This is hardly the way to "put words into action" and to "end hunger in America."

Mr. Chairman, the record of the past year does not support the fine rhetoric with which the President opened the White House Conference. Instead, we are seeing just another case of "dedicated effort," in the President's own words, which is "withering away in futility as the reports gather dust on Government shelves."

As I indicated earlier, we do have better legislation on the books today than we did a year ago—better legislation in some respects, that is, in spite of the objectionable work requirement and still inadequate funding levels. I think that legislation could have been even better, with the vigorous support by the White House.

Now, we are encountering a pattern of resistance at the local level which threatens to deny to many the benefits of that legislation. And once again, we need support and vigorous action by the White House to counter that resistance.

We have heard testimony from the poor and have read newspaper accounts in recent weeks of lines and waiting lists for food stamps. In Lexington, Ky., for example, a prospective food stamp applicant reportedly was left waiting in line all day, only to be told to come back in June to apply. Such stories can be repeated in every part of the country.

Simplified certification procedures could help eliminate such problems, but although the Department of Agriculture has promised such simplification for months, it still has not come up with any regulations.

In spite of school lunch reforms, there are constant reports of quotas, different colored tickets and different lines for free lunch, children being forced to work for their food, and parents uninformed of their children's right to free lunches. We have seen little action from Washington to suggest that the administration intends to enforce the 1970 act against such violations.

Such abuses are the result of local reaction and resistance to helping the poor. The abuses must be corrected locally. But I am not optimistic that such change will occur, without effective moral leadership from the White House.

Senator Dole. Do you have any specific cases there?

I agree with you. This is an area of great concern to this committee.

Mrs. Edelman. Yes, Senator. In fact, the Citizens' Board Against Hunger and Malnutrition held hearings Monday. Numerous witnesses testified about abuses.

Senator Dole. Do you have specific examples?

Mrs. Edelman. I can furnish for the record a transcript of that hearing setting forth actual complaints.

In addition, there are other evaluations of school lunch programs which I can furnish the committee with those complaints.

(The documents follow:)

Examples of Citizen Complaints About The Operation of School Lunch Programs

South Sioux City, Nebr.—Parents still not being informed of their children's rights to free lunches.

Mound Bayou, Miss.—Needy students not getting free lunches to which they are entitled.

Lubbock, Tex.—Rural schools have children eligible for free lunches clean up after the others have eaten and then eat what is left.

Columbia, Ky.—Children forced to work for free lunches.

Sinton, Tex.—Construction workers receive higher wages during the summer, but receive low wages (if any) during the winter, when their children are in school; children are denied free lunches because school officials consider only the parent's summer wage rates in determining eligibility.

Benton, Mo.—At the end of January 1971, school officials still had not published information for parents on eligibility for free lunches.

Las Vegas, Nev.—1,500–2,000 eligibility children still are not getting lunches.

Washington, D.C.—Welfare children have lunch in one room, other students eat in a separate room.

Scott County, Mo.—Some children in each needy family are given a free or reduced price lunch, but not all of them.

Statement by Robert Read, Field Representative, the Children's Foundation, Before the Citizens Board of Inquiry into Hunger and Malnutrition in the United States, February 15, 1971

Failing To Feed

One of the biggest failures in the National School Lunch Program over the past years has been the administrative inability to reconcile federal rhetoric—school lunch as a "voluntary" program—with local lack of child feeding facilities. This failure is compounded by the new legislation which requires that states "plan to extend programs to every school within their states" which is meaningless without the force necessary to translate it into food.

Massachusetts and Connecticut have addressed the problem through their state legislatures.

But federal legislation has not come to grips with the school lunch problem in schools that do not have facilities to prepare food and where local school officials have been unwilling to take the initiative in setting up central kitchens or alternative programs. The problem is especially acute in elementary schools in cities of all sizes outside the southern part of the United States.

For example, the 11 states in the Southeast and the 13 states in the Northeast have about the same total number of poor children attending schools; yet, the Southeast has a total of only 1,248 schools without lunch programs while the same figure for the Northeast is 9,101.

There are more elementary schools without lunch programs in Trenton, New Jersey, than there are *schools* without programs in the entire state of Arkansas. Trenton will soon have programs in these schools, but only because OEO Emergency Food and Medical Service funded a project in New Jersey that will pay the entire cost of developing the plans for implementing programs in these schools.

Worcester, Massachusetts, has more schools without programs than the entire state of Alabama.

Pennsylvania alone has more schools without lunch programs than the total number without programs in all the 16 states in the Southeast and Southwest regions of the country combined.

Michigan has 295,142 children eligible for free or reduced price lunches. Florida has almost as many eligible children: 280,568. But Michigan reported reaching only 87,982 needy children in November 1970, while Florida fed 222,262. That means 207,160 kids went without free or reduced price lunches in Michigan, while Florida missed 58,306. The big difference is that Michigan has 1,574 schools without programs and Florida has only 367 schools left out.

The comparisons go on and on. Yet, look at the Congressional appropriations for school lunch programs for the last fiscal year and for fiscal 1971. Money for general assistance and special assistance for schools with programs increased over 100 per cent from about $280 million to about $583 million. Yet, the appropriation for equipment money rose from only $10 million to $15 million—not much of an improvement or much of an incentive to states and cities without programs to begin them.

Communities must still supply 25 per cent of the cost of equipment and in their view they see virtually no money for labor and lunchroom supervision—this at a time when teachers and their unions are reluctant or even adamant about taking on any added responsibilities without substantial compensation.

The added federal revenue providing higher reimbursement for each meal served (general and special assistance) is nowhere near enough to compensate for the cost to local communities of labor, supervision, and equipment. New and more flexible federal funds don't mean much to districts threatened by delayed appropriations, unclear regulations and fears of overspending.

There are 23,097 schools still without lunch programs, many of them old schools in the inner city or in rural areas serving large numbers of needy children.

All the fancy reforms in the free and reduced price lunch programs: federal minimum eligibility standards, self-certification, appeal procedures, and the like—don't help the children attending these 23,097 schools.

Source: USDA, January 19, 1971 and February 2, 1971.

STATEMENT BY BARBARA BODE, PROGRAM DIRECTOR, THE CHILDREN'S FOUNDATION, BEFORE THE CITIZENS BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION IN THE UNITED STATES, FEBRUARY 15, 1971

THE SCHOOL LUNCH PROGRAM: OFFICIAL LAWLESSNESS

The Children's Foundation has been asked to add our catalogue of horror stories to those you have heard today. We do so with serious reservations because we are not poor; we cannot speak for the poor.

But we can quote to you from letters and from our experiences helping others battle the bureaucracy in an attempt to assist communities to gain control over the school food programs which affect their children.

We believe that the only way the child nutrition programs can really work is to ensure that they are controlled by the people affected most by them.

Despite passage of significant school lunch legislation in April 1970, our stories will echo those you heard in the 1960's.

Administrative bungling at all levels and official antagonism toward implementing and enforcing the new child nutrition legislation have served to amplify the litany of hunger you published in *Hunger: U.S.A.*

The shame is sharper now, however, because new child nutrition legislation has been passed. The Congressional intent is clearly stated that "under no circumstances should those who cannot afford to pay be charged for their lunch" and that states should develop plans "to extend school lunch programs to every school within the state." The reality we have to report is a tangle of administrative rhetoric and red tape—policies which inhibit needy children from benefiting from the program.

Instead of seeking to expand service under the new legislation, national, regional and local administrators have searched desperately for ways to subvert it—presumably to head off the expected onslaught of hungry kids. (A North Little Rock, Arkansas, official acknowledged as much, saying that if he publicized the free lunch program everyone would want to apply.)

It even took half a year to get the USDA to admit that the new law was in effect and that the regulations (with the exception of the national minimum income poverty guidelines) became mandatory and binding upon the date of publication, September 4, 1970, and not on January 1, 1971—the starting date USDA chose to recognize.

By the time USDA did concede, quasi-officially, that the law was in effect, their acknowledgement coincided with their own delayed time table.

However, while USDA has been hazy and uncommunicative about implementing the school lunch program, they have been conscientiously picayune in their interpretation of regulations concerning free and reduced price lunch policies and the eligibility of needy children. When state and local officials expressed qualms about using the clear and simple certification processes, USDA's response has been inhibitingly literal enough to keep poor people's participation rates down.

In Iowa, for example, Vern Carpenter, the state school lunch director, was asked by church, community and welfare rights people to develop a "clear and simple" free and reduced price lunch self-certification form (as required by the regulations). He reportedly "checked with Herbert Rorex, Director of USDA's Child Nutrition Division, and was informed that the simple statement of income without the itemized listing was not acceptable."

As a result, Iowa's prototype form lists 13 possible sources of income including "net royalties" and requires that there "be an entry in every blank or the word 'none'."

Similarly complicated forms proliferate in a majority of the states. Arkansas, New Jersey, and Vermont are among the notable exceptions.

The official USDA interpretation of the law regarding use of a simple, two-way, family size-income scale to determine eligibility has caused problems everywhere. When USDA came out with an official "clarification" of the eligibility scale, several more progressive states (at least in terms of state school lunch policies), such as Alabama and Mississippi, were forced to rewrite their prototype policies to include a third determining factor: the number of children in a family in school. They then needed to use a sliding scale of income.

By conforming with Washington instructions to use a three-way scale they were forced to join other states in erecting another bureaucratic barrier to ward off poor participants. The school lunch statute called for the inclusion of a third factor, the number of children in school or service institutions in order to reach more needy families. The federal prototype eligibility scale developed with this third factor was nearly incomprehensible. A lawyer from Jackson, Mississippi, noted that "some school principals do not even understand how to read the new scales," and that "most important of all, virtually no parent of needy children can tell anymore whether his children are eligible." A newspaper story from North Carolina confirms this by publishing an incorrect interpretation as a public service. We know the same confusion exists in other states.

This three-way scale completely defeats self-certification.

One last example of a literal interpretation carried to a Kafkaesque extreme on certification forms also stems from the Congressional desire to include—not to exclude—more needy children. Since many fathers have seasonal and migratory jobs it was thought by the legislators that their income in the Fall, when school started, would be too high. Hence, their children—migrant children in particular—would be excluded. So the law calls for a notice of both yearly and monthly income with the express purpose of forcing officials to recognize problems created by seasonal incomes in estimating a family's financial need. Eligibility is to be assessed on the basis of the lower of the two figures. In the USDA prototype kit for school lunch directors this Congressional awareness of migrant problems is expressed by adding two more columns to the long lists of sources of income. Not only has the original intent again been obscured but many forms now ask a family's weekly income as well.

Another question—another impediment.

Despite all these barriers, some school districts have tried to implement Congress' mandate to reach all eligible needy children. For example, the regulations allowing blanket certification of children (e.g., AFDC recipient families) to be declared eligible without requiring them to fill out forms. Chicago now follows this section of the regulations.

School districts in Maryland wishing to do the same, however, were informed that *that* regulation is not included in the state's regulations and, therefore, no blanket certification will be allowed. USDA officials upheld Maryland's "state's rights" position and refused to confirm the existence of conflicting federal regulations to local officials.

This theme of USDA's non-response to the needs of hungry children runs counter to the Presidential promise, the Congressional mandate and to the claims of the Administration's Comprehensive Follow-up Report to the White House Conference on Food, Nutrition and Health. But the examples cited above and the "horror stories" which follow say much more than all the words spoken by this and past Administrations.

Perhaps the philosophic undergirding was most clearly expressed by the USDA's child nutrition director himself. On Oct. 13, 1970 Herbert Rorex wired all the USDA's Food and Nutrition Services regional directors regarding their responsibilities under the new school lunch laws:

"There are no requirements to force any school into the school lunch program or to force feed any child no matter how needy."

The following are selected comments to The Children's Foundation from various states in response to inquiries about problems in school lunch programs:

Washington, D.C.:

> "Children are identified through the use of tickets for free lunches."
>
> ". . . denial of lunch is used as a disciplinary measure."
>
> ". . . breakfast is withheld if a child is even a little late."

North Carolina:

> "The county or community must pay the state's share of the costs."
>
> "A child in one school, while in the process of being scolded, was told she should behave herself since, after all, the school was giving her free lunches."
>
> ". . . punished by having to pay for her lunches . . ."

Mississippi:

> "At ———— High, all pupils receiving a reduced price lunch are identified by a white I.D. card. Pupils paying full price or getting lunch free are not issued this card."
>
> "At ———— High, Mrs. ————'s son was told he would not be allowed to eat for a month when he lost his card."
>
> "At Ruleville, the scale is interpreted to mean that the first child in an eligible family may pay 20¢, the second 10¢ and the third child free instead of all three children getting the free lunches for which they are eligible."
>
> "At Cleveland, this same practice exists of interpreting the scale so that children in the same family pay different amounts for lunch."
>
> "In Rolling Fork, school officials count the bonus stamps families receive from the Food Stamp Program as income in determining how much children should pay for lunch. The reason this all comes about is that people have been told that anyone on foodstamps is eligible for a free or reduced price lunch and these people voluntarily admit they are on foodstamps."

Texas:

> "Children went on separate lines if they got free or reduced lunch."
>
> "The situation in Georgetown is a fairly delicate one because, like in many small towns, the middle class population is conservative and uninterested in the poor."

Iowa:

> "An application as complex as an income tax return . . ."
>
> "Children who got free lunches got a lunch card with a black star on it."

California:

"Food services director cites his opinion that children in lower grades have lower nutritional requirements and therefore the federal guidelines are unrealistic."

Oklahoma:

"Welfare recipients are alloted money for food: therefore, they are not eligible for a second handout."

"Indian children stand in separate line"

"Children are allowed to charge lunches thus running up a bill . . . not promoted until his bill was paid."

South Carolina:

"Children are alternated on a week to week basis (for lunches)."

Florida:

"First let me say congratulations for catching up with the shenanigans that go on in the school lunch program in Florida. I was a lunch room employee from 1958–1967. Four years of this as a worker, then promoted to manager. At a lunchroom meeting for managers, each manager was ask (sic) by County Lunchroom Supervisor, ————, to write a letter on behalf of the teachers seeking non-curricular activities, higher pay, etc. Instead, I wrote needs of the lunchroom. Gov. Kirk immediately sent a letter to ———— . . . ———— fired me, saying my work was unsatisfactory although she had never disciplined me and my records are still there as proof . . . After ———— saying my work wasn't satisfactory she recommended me for a bookkeeping job, however, out of lunchroom division . . . This was merely a job to allow me completion of ten years with the school system and to hush me up. I have records from the lunchroom, county feedback reports to and from each cafeteria, proof of managers kept in cafeterias with poor participation, excessive food costs . . . etc."

Maine:

"In Monson they have a private soup program for which the children pay 10¢ a day."

"The application form is unclear and easily misunderstood."

West Virginia:

". . . (there's) no doubt that poor people in some places got overwhelmed by the number of forms they had to fill out and confused by the whole affair to the point where they are trying to make it on their own out of fear."

Missouri:

"A week of credit is extended to all children without funds after which meals are withheld from the child if he cannot pay. While other children eat, there are documented cases of children not being allowed to eat because the one week of credit is up . . . Rather than become an embarrassed situation for their children, parents have kept children home from school."

"Some children in each needy family are given a free or reduced price lunch. But not all of them."

Nevada:

"Needy students often have to work for free lunch."

". . . first and second graders at ———— (have) to go to a different place in the school cafeteria to wait for lunch until the paying students (are) seated . . . children in grades three through six (are) required to give their name which (is) then checked off a list by a cafeteria worker before receiving lunch."

School Superintendent: "I believe in a hot lunch program but it may come down to a choice of double sessions or hot lunches."

Oregon:

"The schools in this area are very discriminating in regard to this. They use different colored tickets, and they keep the free lunch students in separate lines. Also they do not publicize the free lunch program."

Pennsylvania:

School Board Member: "Hitler started by feeding the children."

South Carolina:

Parents in Columbia are asked on free lunch application forms: "Do you own your own home? "Do you have an auto? "Do you have a TV?" They are warned: "Employer will be contacted to verify salary."

Texas:

"Some rural schools do not have a federal lunch program. Some require children to clean up the lunchroom after the others have eaten and then take what's left. Some simply turn children away saying they have no money for free lunches."

"We have a large construction company located here and they will not help any family because of their job. But these jobs are only good income during the summer they forget about the wet and cold months of winter. When a family applies they call down to the companies office and won't ask for the income in winter, but only for summer since school starts in September."

"Parents have to pay $1 or $2 to get their children's free lunch application forms notarized."

"The only children in the entire school district who receive any lunches at all are in Headstart. . . . They are not allowed to eat in school. They are bussed to a church. . . ." School Superintendent asked if he had any plans to institute a lunch program next year: "He said, 'absolutely not!'."

Virginia:

"Upper middle class whites . . . are indifferent. Most of the parents, especially military enlisted and low income, but not welfare, whites and blacks don't even know they can get reduced rate lunches."

". . . some children in a family get a free lunch while others have to pay."

"One family was denied because their father is a tenant farmer, getting a salary, but his 'free' house and two hogs were counted as income and his children denied a free lunch."

South Dakota:

"Yes, (they) push the Indian children aside because the don't pay for their meals and also never serve them (Indian children) seconds."

Montana:

"Indian children get free (lunches) unless five or ten minutes tardy."

New Mexico:

"Some students work for their lunch. My boy does."

South Dakota:

"My children were paying for lunch but when they did not get lunch for 2 days (just leftovers) I complained to the principal. After that, she took him up and hollered for him to be first in line or else his mom would complain again."

Arizona:

"Needy Indian children must declare their poverty daily in order to receive free lunch, although the district is reimbursed for all their lunches."

"A trader was reportedly taking money out of welfare checks at the request of school officials to pay for school lunches."

Oregon:

Indian children are charged for their lunches, and they must pay in advance. As a result, some children stay home a week at a time, or go hungry at school. Indians in Oregon receive no assistance under the Johnson-O'Malley Act since Oregon was dropped from JO'M program.

North Dakota:

"JO'M (Indian) students are separated in the lunch line. Not all poor Indian students get a free lunch, and students have to pay for seconds."

Nebraska:

"Poor parents in Grand Island have been trying to get hot lunch programs in the elementary schools for over a year. One reason is that children have to cross busy highways to and from school at lunchtime. In November an eight-year-old girl was hit by a car at noontime between her school and home. That same month the school officials were reluctantly "studying" the situation and the Superintendent was saying that "there is actually no such thing as a free lunch—it must be paid for by someone." The "study" still goes on."

"School officials maintain that few families in this area qualify for this program. It seems that this is not strictly the case, but families fear to take advantage of the program because of adverse public opinion or discrimination in this small town (1,300) atmosphere. We cannot assure them in good faith that it would be kept confidential . . . thus a number of families continue to pay for lunches that they can ill afford."

New Mexico:

"Families who get free surplus commodities can't get free lunches for their children, too."

Oregon:

"A six-year-old boy refused to eat his free hot lunch because he didn't like the food served that day cuz he'd gotten sick everytime he'd eaten it. The teacher then locked the boy in her closet."

Montana:

"There is no lunches served at this school. It is a poverty country school. The grades from 1 through 5 . . . There are about 350 children going. Some of the children ride the buses for 10 and 15 miles out and can't go home for lunch."

California:

"At present free lunches are furnished to 2,300 children (elementary) in five 'target' schools—schools that have been declared eligible to receive federal ESEA, Title I funds. Probably about 80 to 85 per cent AFDC.

Because our school has an "open enrollment" (to try to achieve integration) . . . many students from these "target" schools are now open enrolled in schools not in the free lunch area.

This is of particular importance because none of our elementary schools have cafeterias—no lunch facilities of any kind. If they don't bring a lunch from home—they have none."

"Children of welfare recipients in San Diego are eligible for free lunches—children from families earning comparable incomes must pay for school lunches."

Massachusetts:

In Grover Cleveland Jr. High School the children are "allowed" to work for free lunches. A mother asked how many children can possibly work in any one day.

In such schools as the Mary Curley and Jamica Plains children must pay extra for dessert.

In Washington Irving Jr. High and also in Jamica Plains there are reports of worms in the food . . .

A welfare mother in Quincy refuses to fill out the free lunch forms because her neighbors who are teachers' aides would know that her family gets AFDC.

Vermont:

"Burlington has a private school lunch program so that no free or reduced price lunches are provided. If the school district participated in the National School Lunch Program at least 30 per cent of Burlington's school children would be eligible."

". . . welfare recipients' children receive free lunches . . . anyone else who applied is 'considered and passed upon' according to the whim of local school officials."

New Hampshire:

Consultant, Child Feeding Services: ". . . as regards the return of Breakfast money. . . . Perhaps you think the kids should get on the bus ½ hour earlier so we can spend our money.

"While the role of our programs is educational it is not our function to change family values or mores."

Iowa:

"One-fourth of the State's free and reduced price lunch policy statement from the State School Lunch Director focuses on means of humiliating and punishing children caught selling their reduced price or free lunch tickets."

Kentucky:

"Kids have to stand up in class every day and say 'free' if they want free lunches."

Georgia:

College professor declared that he was disillusioned in a state newsletter and that he was disappointed at the length and complexity of the free and reduced price lunch form and letter home to parents. "It was certainly *not* 'clear and simple'."

Documented evidence of abuses in the National School Lunch Program compiled by: Barbara Bode, Program Director, The Children's Foundation, 1026 17th Street N.W., Washington, D.C.

FEBRUARY 15, 1971.

ADMINISTRATIVE BUNGLING OF THE NATIONAL SCHOOL LUNCH PROGRAM IN THE STATE OF WEST VIRGINIA

STATEMENT BEFORE THE CITIZENS BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION

(Submitted by Robert Garbo, Field Representative, The Children's Foundation)

One of the problems existing in the school lunch program in West Virginia over the past few months which has prevented the program from reaching all of the children eligible for free or reduced price meals is subtle administrative bungling which has produced confusion throughout the state. While the figures on the attached sheet show that about 50 percent of the children in the state are receiving free or reduced price lunches, the figure should be much higher. This fact has been admitted by the state school lunch director. Perhaps some history tells the story of this bungling.

In October, the state and USDA presented a program to all the schools in the state which provided for a 15-cent—free program; 15 cents was the full price charged for lunches across the state.

There was no reduced price category.

People qualified for free lunches under the new national income guideline published by USDA. If you didn't qualify for free you paid the full price of 15 cents per meal.

The state was rightfully commended for instituting the new income guideline early, and people across the state were very pleased with the new program. In the process of instituting the program, principals, teachers, administrators, and the press called the 15-cent price a reduced price. It was, in fact, reduced (from 30 or 40 cents) but technically was the full price meal. New guideline sheets and application forms were sent out to all parents via the children and parents filled them out and returned them promptly.

It was simple.

Near the end of October, the USDA "clarified" its position and canceled its approval of the 15-cent—free program and confusion hit the state. The state office had to devise a new schedule (easily done and approved), and then each local school district had to go through a process of signing a new contract with the state director agreeing to the new program. This required local school board approval once again.

It also required a new explanation to parents once again. This new lunch program was not explained clearly.

I suspect that a number of school boards became impatient with having to go through the whole process again within one month's time. Bookkeepers, principals, and local school lunch directors were confused, unsure and a little upset with the whole process. One lunch director expressed total frustration to me and indicated that she couldn't get around to worrying about the reduced price eligibility category until she straightened out all the free and full priced statistic problem. New record keeping methods were needed; new application forms and guidelines had to be sent out to parents again; and school boards had to begin the process all over. The confusion produced some results, such as teachers saying to students as they handed out new forms to be taken home, "Starting Monday, there will be no more reduced priced lunches (meaning, 15-cent full price) and you're all going to have to pay full price." What she meant, evidently (if she understood the new program), was that the 15-cent—free program was over and that those who weren't eligible for free or reducd price lunches under the new program would have to pay full price once again (30 or 40 cents as they did prior to October). But this is not the meaning that kids took home with their forms. And this was not an isolated incident. Parents thought that the free and reduced price program was over or else didn't know just what to think. Communities received the confusion in full force.

Beside these confusing rumors that hit many of the communities I visited, the administrative bungling added another element. New application forms were sent out (the second one in 2 months) with the new guidelines for free and reduced price meals (see attached sheets).

The new income schedule on the form is very confusing and misleading to people up and down the hollows and ridges. I also suspect that some parents reacted negatively to another official form being sent home so soon. "I already filled one of these out last month. Why are they sending me another?" was a common expression I heard in communities. I'm sure a fair number of forms never made it back to the schools.

Second, I suspect that parents look at the guidelines for free lunches on the schedule, noticed that they did not fit into this category, couldn't make sense out of the wording of the reduced price schedule, and just didn't bother with it any more. I know that this was the reaction among some people. The guidelines sheet is a masterpiece of administrative confusion. Even one of the figures for free lunch eligibility is incorrect (family size 11: $0—$578 should be $598).

Wherever I traveled I ran into this confusion, a confusion existing among local administrators of the lunch program and, more importantly, among parents in the communities.

A combination of administrative mishaps between the USDA and the state lunch office produced the first factor in the confusion. The quick production of a new guideline sheet without much thought on the part of the USDA and the state office was the other factor. Both factors are unfortunate signs of USDA's inability to deliver food to hungry children.

In the midst of the confusion, however, one thing is clear: Participation rates still are not high enough, and children still are hungry.

STATE SCHOOL CHILDREN CAN BUY 15-CENT MEAL

(By Carol Deegan, Associated Press Writer)

West Virginia's 400,000 public school children will be able to purchase school lunches for 15 cents daily beginning Thursday, and many of them will receive the meal free.

The new program, adopted under guidelines being established by the State Department of Education, sets income levels for free lunch qualification and allows all children to eat the meal at a reduced fee of 15 cents.

Last year, 43 per cent of the school children in West Virginia participated in the hot lunch program. Only one out of four received a free or reduced-price lunch, with the bulk of the pupils paying for a regular-priced meal, which ranged from 35 to 45 cents.

Also, there were some 70,000 of the 100,000 children from hard-core poverty families who did not participate in the program, according to a report compiled by the West Virginia Child Development Association.

Mrs. Faith Gravenmier, school food service director, said the changes in the school lunch program are being made possible because of a revision in the poverty guidelines for determining eligibility for free or reduced price lunches in the national school lunch program.

Although the federal allocation of funds for the school lunch program has not yet been determined, she said it would be "a lot more" money this year.

Letters are being sent out to parents stating that students may now purchase a school lunch daily for the reduced price of 15 cents.

And the letters also provide applications for free lunches for children from families whose incomes are at or below the guidelines which range from a gross monthly income of $160 for a family of one to $635 for a family of 12.

Total family size:	*District of Columbia, 48 States, and outlying areas*
1	$1,920
2	2,520
3	3,120
4	3,720
5	4,270
6	4,820
7	5,320
8	5,820

For each additional family member add $450.

Find your family size on the chart. If your monthly income from all sources is *less* than the amount of money listed below the number of people in your family then your children should be getting FREE school lunches.

Size of your family______

Number in family:	*Monthly income*
1	$160
2	210
3	260
4	310
5	356
6	401
7	443
8	485
9	523
10	560
11	598
12	635

[Charleston, W. Va., Oct. 29, 1970]

STATE 15-CENT LUNCH PROGRAM IS HALTED

The West Virginia Plan for providing reduced price lunches at 15 cents has been ruled unacceptable by the U.S. Department of Agriculture, Daniel B. Taylor, State Superintendent of Schools, announced recently.

Commenting on the ruling, Dr. Taylor said, "The West Virginia plan was developed over a period of some months following the passage of the new National School Lunch Act. Department personnel met with USDA personnel and developed the plan according to our interpretation of the guidelines. The Ruling rests on the percent of pupils that a school must have to qualify for reduced price lunches. This percent has not been defined, but the recent interpretation rules out what we had been led to believe was acceptable."

Explaining the ruling to the State Board of Education, Taylor stated that pupils must qualify individually on the basis of income criteria. Schools cannot be qualified for 15 cent lunches for all pupils.

Continuing, he said, "AUSDA spokesman has informed us that according to the latest interpretation of the regulations, individual pupils must be qualified for reduced price lunches; a school can be qualified only if its number of children qualifying is near 100 percent. This is a change from our earlier interpretation and past practice under the previous Act."

The State Superintendent stated that income guidelines for reduced price lunches will be sent to all counties as soon as they have been approved by the USDA. The income criteria for children to qualify for reduced price lunches will be higher than those for free lunches. However, they will be low enough so that all children from needy families will be able to qualify either for free or reduced price lunches.

Children from families in the higher income brackets who are now receiving reduced price lunches will have to pay the full price of the lunches.

The following counties which either provided reduced price lunches at 15 cents during the past school year, or began such a policy September 1, 1970, will not be affected immediately by this required change, since they were already providing reduced price lunches to all pupils: Seone, Braxton, Calhoun, Clay, Grant, Hampshire, Hardy, Mercer, Monroe, Pendleton, Pocahontas, Summers and Wayne.

Dr. Taylor said, "The decision to require counties to revert to their plans in use prior to October 1 was made, reluctantly, by this office. However, all possible alternatives were explored but no other solution was possible since the USDA will not now provide funds for us to support reduced price lunches to all pupils." He said, "this change in policy was necessary; was made by this office, and was in no way the responsibility of County Superintendents of Schools or Boards of Education."

The change in policy will not deny free or reduced price lunch to any needy child, however, children from families with higher incomes will be required to pay full price, which varies from county to county.

"Despite the President's announced intention of feeding 6.6 million children by Thanksgiving," Dr. Taylor said, "The USDA has ruled the West Virginia plan for providing reduced price lunches to be unacceptable."

West Virginia

Bob Garbo

N.S.L.P.

West Virginia

Participation Figures

October (Actual)

ADA 341,614 ADP 243,571 (71%)

Number of Meals served

# Free	# Reduced	
1,794,795	3,238,011	Full Price= .15 (Special Program).

November (Actual)

ADA 338,263 ADP 233,729

Number of Meals Served

# Free	# Reduced	Total
1,098,383	833,994	3,807,789

1,932,377 (51% F or R)

December (Preliminary)

ADA 336,175 ADP 227,409

Number of Meals served

# Free	# Reduced	Total
1,179,341	522,402	3,524,549

1,701,743 (48.2% For R)

FEBRUARY 15, 1971.

SCHOOL LUNCH STRUGGLES: McDOWELL COUNTY, WEST VIRGINIA—A TYPICAL CASE

STATEMENT PREPARED FOR THE CITIZENS' BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION IN THE UNITED STATES

(Submitted by: Franklin D. Church, Jolo, W. Va.)

In McDowell County we have 12 schools that do not participate in the lunch program in any way. Many of these schools have no bus transportation. Our county superintendent has promised for the last five and a half months a centralized kitchen for a satellite feeding program for these schools and they are in the progess but they have never told us when these will be placed in effect. The local school system's reason that these schools still exist is because of rough terrain and mountainous areas and general inaccessability. We believe as citizens of this county that if we cannot have the satellite program at these schools, the schools should be closed and consolidated with the larger ones who already participate in the lunch program. Because our school superintendent is retiring at the end of this school term, he is hesitating deliberately in beginning these programs and is passing it on the new superintendent. Most of these schools are rural and they are 80 percent low income families and we as citizens feel that the children would qualify for at least a free or reduced price lunch. The list of schools not participating is as follows: Allen Elementary, Baker Ridge Elementary, Brewsterdale Elementary, Estep Elementary, Iager Intermediate, Lester Elementary, Lex Elementary, Lick Branch, Lit War, Low Gap Elementary, McKinley Elementary, and Welch High. These schools have over 2,000 students in them. This list is also from the office of the state school lunch director. McDowell is second ranking county in the State with most schools without lunch programs.

During our struggle here I have been unable to communicate with the county school lunch director or the State school lunch director, with the exception of personal visits to the State office. I have sent letters asking about the school lunch policy of McDowell County to both offices but I have never gotten a response. I am now in the process of sending a letter to Mr. Clifford Hardin. The only thing we know is what we read in the paper or what the principal tells us. What we really need and must have is the actual policy for this county, so that all citizens would know just what category they would fit into. Previous attempts to have HEW investigate this county school system concerning Federal money for title I programs have failed.

The centralized kitchens that the board has promised to set up for the satellite programs were started in September and are probably completed but no lunches are being prepared at these kitchens. When we ask why, the school board says the kitchens are not ready. They never indicate when they will be ready.

The cooks in the Sandy River district of McDowell County are very dissatisfied with the way the county board of education is running the school lunch program. They are being overworked, understaffed, and they have been threatened with a cut in salary. There is talk that a strike might be forthcoming if the board of education doesn't do something to eliminate these problems. Why is it that the money seems to get tighter on the local level when Congress appropriates millions more for the school lunch program?

Another problem that exists in schools which do have lunch programs is the confusion about the reduced price lunches. Isn't there a way to simplify that process so that more people can participate and save money? I know of people in my own area of this county that do qualify but don't understand the reduced price schedules as they now exist. And others are simply afraid for various reasons, repercussions between teachers and students and perhaps the fear of the power of the local school board.

I strongly recommend that the appropriate committee at the Federal level should by all means investigate the situations that have been mentioned here and do everything in their power to see that they are eliminated. I also suggest that all families living on a fixed income whether it be county welfare or Social Security or Veterans pension should qualify for free school lunch. This should be in the form of an amendment to the present school lunch law. Let us remember that as the cost of living rises and union wages soar people living on fixed income remain at the same level. The problem is not that the National School Lunch Program is bad but that it is bad at the local level, for local authorities fail to utilize the funds at their disposal for the schools that need them most.

FEBRUARY 15, 1971.

SCHOOL LUNCHES ON CAPE COD

STATEMENT BEFORE THE CITIZENS BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION IN THE UNITED STATES

(Submitted by: Vicki Bell, Hyannis, Mass.)

My name is Vicki Bell, I live in Hyannis, Massachusetts, and I am the mother of eight children.

Before we ever had free lunches that were publicized in Hyannis, myself and other members of the Hyannis Welfare Rights Organization had to call a meeting with the school board and ask them about school lunches. This was last September. It took more than three weeks for them to meet with us and when they finally did, they told us that they didn't think there were any poor people on Cape Cod. They also told us that they thought families on welfare got money in their checks for lunches. If they knew anything about welfare they would have known that we only get 26¢ a meal as it is. I would like to see some of them live on 78¢ a day.

When school started in September, I called the schools about free lunches and I was told that I had to pay 15¢ like I did last year. The Principal told me that "the food in school must be paid for and we don't have free lunches here." Children who were bringing their lunches but who should have been getting free lunches had to pay for milk and dessert. They wouldn't give free lunches to my children even though some were getting them. They still don't want to give my children free lunches even though they do because they know it's the law.

The schools in Hyannis had never had published guidelines for school lunches and when we asked for them we were told that there was no money available for mailing out information for parents. When they told us this we asked to have the guidelines sent home with the children. They did this with only some children—only those they wanted to get free lunches. My children didn't receive any. And anyone else working with Welfare Rights—those of us who were speaking out on school lunch—their children didn't receive forms either. We were forced to call another meeting with the school board before everyone's children were getting free lunches.

Things have sure changed in Hyannis. In 1969, there were 350 children getting free lunches and at the end of 1970 there were over 1,000. I guess that shows there are poor people on Cape Cod. We know that if it hadn't been for Welfare Rights pushing and knowing our rights, there would still only be 350 children getting a free lunch.

We have had trouble with the principals and cooks knowing who get free lunches. In the lunchroom they have said things like, "Oh, he's a welfare kid, you have to give him a free lunch." The Superintendent informed us in September that there was no way to insure that other kids wouldn't know who was getting a free lunch. He was saying this at the same time that the State School Lunch Office was sending out information to all schools that gave sample forms of collection to insure that kids wouldn't know who was getting a free meal. He had the information but he just didn't want to tell us. The problem is poor people don't have anyone on their side out here. We have to find out these things the best we can.

We are still having lots of problems in Falmouth. Many parents still have not received application forms. School officials over there tell parents they don't know anything about free lunches. And if someone does apply, it takes a week before the children get a lunch.

If it wasn't for Welfare Rights groups and the information we're able to get through Welfare Rights, I don't know what we'd do. The people on the Cape are really against anything to help poor people. We are really grateful for Welfare Rights.

FEBRUARY 15, 1971.

SCHOOL LUNCHES IN MASSACHUSETTS

STATEMENT BEFORE THE CITIZENS BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION

(Submitted by: Barbara Splain, Northeast Regional Field Representative, The Children's Foundation)

First of all, I don't think we can talk about an effective school lunch program until we talk about school lunches for *every* child in this country. On every front we are witnessing a half-hearted attempt to feed hungry children. How can we tolerate a program that allows some children a meal and allows others to go hungry; a program which allows a school board to choose to have a lunch program in one school and not another; and a program which divides communities and parents by giving to some and not to all? The way in which the school lunch program now operates permits and even fosters these conditions to exist.

In Calais, Maine, you have a school board pulling out an existing school lunch program and the threat of others soon to follow; in New Hampshire you have a school lunch director who is reimbursing 10¢ less for a free lunch than every other state in the northeast; and in Worcester, Massachusetts, you have brand new schools being built *without* cafeterias or kitchen facilities. It should also be mentioned that all schools in Massachusetts that don't have school lunch programs could at least be giving free milk to needy children but they're not. There are still Title I schools in Massachusetts which do not have a lunch program, there are schools with virtually 99% of the students eligible for a free school lunch *IF* if there was a program, not to mention schools with programs that continue to break the law and discriminate against children.

In Boston—where now 1 out of every 5 people in the city are receiving public assistance—there are still over 130 schools *without* a lunch program and only 55 with a program. This means that 40,000 children in the public schools alone have no access to a school lunch program. With unemployment rising daily within the state and more and more families forced to turn to welfare for assistance, we know there are more and more hungry children, children who can't even get a school lunch.

Some of you who may be familiar with school lunch programs in Massachusetts may be saying to yourselves right now, "Well, things certainly need improvement but at least in Massachusetts there is a state law—the only one like it in the country—which will require all schools in the Commonwealth to have a school lunch program by September of 1972 if it is a single session school and by September 1973 if it is a double session school." Aside from the fact that this law is contingent on adequate federal funds, I submit to you that tomorrow a bill will be heard before the Social Welfare Committee of the Massachusetts State Legislature which, if passed, would allow cities and towns to exempt themselves from the state law. How can we talk about feeding hungry children and eliminating poverty when loop holes still exist for school officials, schools boards, and State legislatures to subvert the intent of the law and arbitrarily decide if hunger exists in their communities.

It is my estimation that USDA and education departments are at best taking a passive role toward feeding children. They rely on school boards to approach them and ask for assistance rather than complying with the intent of the National School Lunch Act as stated by Congress, i.e. THE NEEDIEST CHILDREN BE FED FIRST. USDA and school departments should take an active and aggressive role in determining the neediest areas within a state and implement school lunch programs accordingly.

Beyond this, we need a clear cut and unequivocal mandate from Congress that *every* child in this country shall have access to a school lunch; that it be mandatory for all schools to have a lunch program in spite of callous school boards and educators who still fail to recognize that good nutrition and good health are prerequisites to learning, not sidelines or luxuries.

Until citizens, educators and politicians alike recognize the need for a universal school lunch program which reaches *all* children, school lunch will go down as just another half-hearted attempt to ease the pangs of hunger and poverty in this country.

Senator Dole. Specifically, is there some action you have taken or other groups have taken against discrimination of this kind? I agree should be dealt with immediately, but I don't think the USDA can police every school lunch program in America. It is going to take the cooperation of concerned groups and citizens.

Can you give me one example of a school where they have different colored tickets?

Mrs. Edelman. There were several mothers from Nevada, Indian mothers and whites, testifying as to the kinds of abuses. They said their children had different colored tickets and were forced to stand in a different line to get free lunches.

Senator Dole. I think the inference from reading your statement that this practice is widespread.

If you can't give me a specific example——

Mrs. Edelman. If you will give me a week, I can go back to my old law practice in Mississippi and get a few people to look at the school system.

Senator Dole. You should have the examples when you testify or you should not make the statement.

Mrs. Edelman. I came back from the entire hearing last Monday where I heard a number of witnesses pointing out specific abuses. I will be happy to refer that transcript to you.

The Children's Foundation and others involved in the school lunch have conducted studies, and we can give those to the committee.

While I agree with you in some ways the Department cannot find everything, I do say the Department could have a much more effective monitoring evaluation system to insure against these abuses. They could conduct spot checks. There is almost no check by the Department to assure compliance.

Senator Dole. If you have some cases where you have notified the Department as to discrimination and the Department has not acted, I will be the first to criticize the Department, but to condemn the Department without having any record of making any complaints to the Department, I think is unfair.

Mrs. Edelman. Senator, let me say there have been complaints to the Department over the last several years which, in large part, have not had adequate responses.

Based on Monday's meeting, there were more complaints of which the Department was notified because this was public notice. They have enough reason to act now. Beyond that, the Government should not always rely on private groups to make it enforce laws.

This puts the burden on the recipient particularly when procedures are not clear. It is much too bureaucratic, too difficult, for the average mother to secure relief from complicated procedures.

In addition to the complaints which all of us do bring forward and will continue to bring forward in specific terms, the Department must take responsibility for monitoring its own programs to try to prevent the continuation of abuses.

Senator Dole. I agree with that general statement. Beyond that, I think this is a factfinding hearing and not just one to express certain conclusions not based on facts.

If there are facts and if there are schools where there is discrimination and we are aware of those schools, then I will make the complaint to the Department and the chairman will and everyone else on this committee. But just to say there are reports of discrimination really does not tell us much.

Mrs. EDELMAN. I will give you the specific complaints, Senator.

In the absence of such leadership to end hunger, the White House Conference can only be termed a tragic failure. I do not question the President's or the administration's good intentions any more than I question the good intentions of past Presidents and their administrations. But the poor can't eat good intentions. Intentions don't buy food. Money does.

And that is the rub with the current administration as with every past administration. That is why the administration opposed the McGovern-Javits food stamp bill, why it is dragging its feet on school lunch, why it is eliminating emergency food and holding the line on school breakfast. It is not because these programs go too far; it is because they cost more money—perhaps several billion dollars more—than the administration is prepared to spend.

Until this administration and this country puts its money where its mouth is and supports food stamp and school lunch programs adequate to help all who need them, we are perpetuating a national disgrace which no amount of rhetoric can hide.

(The material follows:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
Washington, D.C., February 25, 1971.

MRS. BARBARA BODE,
Children's Foundation,
1026 17 Street, N.W.,
Washington, D.C.

DEAR MRS. BODE: In a recent newspaper editorial (attached) you were quoted as stating that ". . . . children are identified through the use of tickets for free lunches; denial of lunch is used as a disciplinary measure; breakfast is withheld in some schools if child is even a little late . . . ."

I have the responsibility of managing the administration of the Food Services program within the D.C. Public Schools, and am most interested in the enforcement of the Department of Agriculture's regulations and those originated by the D.C. Schools (attached).

Our field investigators have failed to identify the sources of these violations. I am therefore requesting your assistance in identifying any schools you may be aware of that are in violation of these procedures. If you do not personally have this information. I am requesting that you please identify the source so that we may take corrective action.

I am extremely interested in securing your assistance in this matter, so that we may better serve the youngsters of the District of Columbia.

Sincerely yours,

WILLIAM J. BEDFORD,
Assistant Superintendent.

THE CHILDREN'S FOUNDATION,
1026 17TH STREET, N.W.,
Washington, D.C., March 1, 1971.

MR. WILLIAM J. BEDFORD,
Public Schools of the District of Columbia,
Presidential Building,
Washington, D.C.

DEAR MR. BEDFORD: I have already spoken with Mr. Kermit Rosenberg, Acting Director of Food Services for the District of Columbia about the abuses I reported in the D.C. Public Schools' lunch program.

In a telephone conversation with Mr. Rosenberg Friday afternoon, February 19, I cited the following schools as ones in which violations were reported to occur:

Green Elementary School in SE: teachers give tickets to children receiving free lunches while non-needy children pay cash.

J. H. Johnson School in SE: reports of individual teachers withholding lunch tickets for disciplinary reasons.

Ketcham School in SE: reports of individual lunchroom personnel withholding school food when children are tardy.

I assumed that Mr. Rosenberg passed this information on to whomever it is in the D.C. Public School system who is responsible for taking corrective action.

Lest you think that I was simply singling out southeast Washington for criticism, however, allow me to add that I publicly charged the D.C. schools with discrimination against both poor and non-poor children in the operation of the school lunch programs in those schools in which only children whose eligibility for free lunches has been certified are allowed to participate in the program. This overt identification of free lunch recipients is particularly offensive in schools in which only a small percentage of the children receive free lunches—for example, Powell School in N.W., Petworth School in N.W., Takoma School in N.W.

The exclusion of the "borderline poor" children and the non-poor from the federally supported lunch program compounds the fault. Worse still, even this unequal treatment is afforded inequitably. By mere geographic chance, apparently, all the children attending Bancroft Elementary (a school *without* a cafeteria) may purchase or receive free a federally subsidized school lunch brought in from the outside. Only a few blocks away at H. D. Cook (a school also *without* a cafeteria) only those children certified eligible for free lunches may eat a federally subsidized school lunch. The other children are forced to go home or to eat their lunches brought from home in separate rooms. At lunchtime everyone knows who the needy free lunch recipients are.

These are not isolated instances. Furthermore, reports of abuses, confusion and maladministration of the D.C. School lunch program which I have received are reinforced by the confusion and the conflicting statistics regarding the number of free lunches served provided by your Food Services office and the U.S. Dept. of Agriculture. Although I asked Mr. Rosenberg why the figure of "43,000 plus" he quoted to me as the average number of free lunches served daily was totally unrelated to the figure of 51,454 free lunch program ADP quoted from District of Columbia reports for November 1970 (USDA/FNS Feb. 2, 1971) he could give me no explanation at all.

Other statistics, such as an inaccurate estimate of the number of eligible children, according to Mr. Rosenberg, have been published by USDA and yet have gone unchallenged by the D.C. Public School System. At the same time examples of abuses, such as those I noted, are challenged immediately.

Your interest in better serving the children of the District of Columbia is encouraging. The Children's Foundation field representatives and I will be happy to comply with your request for assistance in this matter. In order to provide substantive help we will need the following information from you and your Food Services staff:

1. October, 1970 estimate of number of children eligible for free school lunches.
2. Copies of the Food Services Reimbursement Claims (FNS 783-3) for Sept., Oct., Nov., Dec., 1970 and for Jan., February, 1971.
3. Copies of the Cafeteria Managers' weekly "Counter Sheets" for all four weeks in November, 1970 and for each of the past four weeks in February, 1971.

I hope to hear from you soon.

Sincerely,

BARBARA BODE,
Program Director.

Mr. Chairman, that is my full statement.

If you have any questions, I will be happy to answer them.

The CHAIRMAN. Thank you very much, Mrs. Edelman.

I will not take much more of your time because I know you have another appointment and we were late getting to your statement.

I was impressed with your comment on page 2 that if we can't stop hunger in this country, and we have not in 4 years, what can we do?

That is exactly the expression that we got from the very first witness to come before this committee more than 2 years ago, Margaret Mead, the distinguished anthropologist, who said after a lifetime of looking at social problems of this society, she had no hesitancy in saying that if we can't solve the comparatively simple problem of hunger in the United States she despairs of our solving any of the other more complicated social problems that face the people of the United States.

I thought that statement made a lot of sense more than 2 years ago.

It was my thought that within a year's time this committee could expose enough facts so that the Congress of the United States with administration support would take whatever steps were necessary to put an end to hunger and malnutrition in this country. It does seem to me a goal well within the reach of our country.

I just want to express my own personal appreciation to you as a person who for the last 4 years has much or more than anyone else that I know of been carrying this battle.

We will be keeping the record open for additional materials you want to file.

I know of my own personal knowledge of some of the violations that you have talked about. The staff has compiled a record of those violations. I can assure you that this committee is going to look further into that matter.

We have a record of our own in our own staff files but we would appreciate any additional information of abuses that you can bring to the attention of the committee.

I think it is the wish of this committee that we not only expand the program to reach the hungry but that we also eliminate weaknesses and the administration's execution of the program.

I would like to ask one question.

Do you have any thought as to what we can do to maybe bring some greater degree of urgency of this problem on behalf of the administration or the Congress, or are you as baffled about that as I am?

Mrs. EDELMAN. I am baffled about that.

As we look at the last 4 years, there have been peaks of publicity on hunger and we are moved for a few weeks. We had the Mississippi hearings and for a moment there was a burst of activity. The Department made a few minor reforms, gave a little more food. Then the poor people's campaign and we had another burst of activity and a few more minor reforms were made by the Department of Agriculture. Then everybody forgot about it again.

We have had four or five peaks of activity in the last 4 years which have resulted in a few reforms but which have not provided the program we need. I don't know what else we can do to arouse the country.

We have seen pictures of starving people. We have heard the poor people's campaign. We have had the White House conference. We all recognize it is a terrible problem of children who are hungry.

I don't know what more we need to make this country decent. That is the discouraging point.

The CHAIRMAN. I think against that background of disappointment you ought to keep in mind that because of the activities of the various concerned groups we are feeding 6 million more people today than we were 2 years ago on food stamps and we are feeding another 3 million additional schoolchildren that we weren't reaching 2 years ago.

I suppose what has to be kept in mind is the record of gain as over against the disappointments in achieving the entire goal.

Mrs. EDELMAN. While I would say you are right in trying to bear that in mind, the other discouraging point is that it would take so little money in terms of what we are spending every year, to complete the job. It is so manageable. It just seems we should go ahead and do it.

The CHAIRMAN. Of course, I share that sentiment wholeheartedly. We do want to thank you for your testimony.

Mrs. EDELMAN. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness is Dr. Peter Chase and Mrs. Lora Beth Larson.

I would like to present to the committee Dr. Peter Chase, pediatrician of the University of Colorado Medical School, and Lora Beth Larson, migrant nutritionist.

STATEMENT OF DR. PETER CHASE, PEDIATRICIAN, UNIVERSITY OF COLORADO MEDICAL SCHOOL

Dr. CHASE. Senator McGovern, we have been specifically involved with nutrition and health studies dealing with the Mexican American migrant children.

We would like to request for protection of the families that photographers not take pictures of the children.

We have been involved with four specific studies dealing with migrant health and nutrition.

The first of these began December 1968 in southern Colorado, at which time a survey was conducted with families involved in migrant work during the summer.

The second study was also in Colorado and was in June of 1969 and dealt with families from Texas, 116 families specifically, 26 families from Colorado, and nine families from six other States. The total number of children studied in this particular study was 300 and they were preschool children, age 6 and under.

The third study took place in Texas in March 1970 and dealt with approximately 225 children.

The fourth study—the first part of the study was completed one week ago, in February 1971. The latter is an evaluation of the effectiveness of nutrition aides in dealing with the migrant.

The data I am going to discuss today, and I am not going to read my statement—I am going to just make some high points from the statement—comes primarily from the second of these four studies.

However, the findings do not appear to be very different in any of the four studies.

I would like to first comment on some of the social findings.

As you mentioned, Dr. Mead has already pointed out the importance of the social findings and I think these are particularly important in understanding the problems of the migrant and also in perhaps helping the migrant to settle out of the migrant stream which may eventually be part of the solution to the migrant nutritional health problem.

It is always difficult in the first few slides to show a picture of the girl who did have kwashiorkor that did involve edema and other changes.

This family had settled in Denver approximately 3 months ago.

I think there is a need for special help in resettlement out of the migrant stream, in expertise involvement.

There is one foundation involved in this specifically. There is an agency in Colorado right now called the Foundation for Urban Neighborhood Development, funded by a private fund which has the specific purpose of resettling migrants comfortably. I think this is something that the Government may have to consider in the next few years.

I will present some of the other social information on these 151 families and show these slides when they become available.

The fathers of the families worked a mean of 6.3 months per year. This is 151 families. I would emphasize there is no difference between the 116 families that migrated to Colorado when the study was done and from Texas and the 26 families from Colorado who crossed county lines to sleep overnight and do agricultural work and so were classified as migrant families.

There were no statistical differences in anything I will be talking about between the out-of-State migrants versus the within-State migrants.

The mean income per family was $1,885 per year. Sixty-one percent of the families, or over half, purported earnings of less than $2,500 per year. Eighty-four percent reported total annual earnings of less than $3,500 per year.

In spite of this, only 12 families had received financial assistance in the previous year or 8 percent of the number of families; I would emphasize that these are a proud group of people.

It has been suggested recently that it might be easier for them to move to the city and accept welfare, but they are not that type of family. They work hard from morning to dusk. They travel to seek work when work is not available in their own area. They have a definite attachment to the land, land that they live on in southwestern United States. Indeed, they have many agricultural ties with the southwest and they have family ties, as well, that make their land their own home. Resettlement is not always that easy.

Recently, we had two families that had children with disease that we wanted to keep in Colorado for obvious health care reasons. Neither of these families had any desire to settle out of the migrant stream.

The mean education of the fathers is sixth grade. The mean education of the mothers is fifth grade. The reason for the low educational attainment, the reasons are multiple. One of the problems is the migrant stream, itself, in which the families when they migrate in the spring or come back in the fall frequently have to take the children out of school.

I think one of the recent advances in the past 5 years has been the school programs that are offered in the summer for migrant children. I, personally, have been told of instances in which schools have penalized children for the times they have missed in regard to grades.

So, I think there is room for improvement in this area in order to help more people to complete their education.

I would like to leave the area of social information and comment briefly on some of the problems medically so far as history initially, and physical examples.

I am personally a pediatrician who spent 12 years in training and received between 1 and 2 hours of nutrition education throughout those 12 years. I think this emphasizes the lack of nutrition education given to physicians today.

I would like to emphasize as I present these findings that nutrition and health are very much interrelated. There needs to be a much greater emphasis on this relationship. It is my own feeling that every school of nutrition today should have a physician involved with it in order to teach medical aspects of nutrition to nutrition personnel and every medical school today should have a doctor of nutrition working in the school and teaching nutrition to the medical students.

Yet, today I know of no medical school that has a doctor of nutrition. I know of no nutrition school that has a doctor of medicine. I think that this is unfortunate. This was commented on by Dr. Mayer in the initial hearings. I think this is another area in which nothing, to my knowledge, has been done.

The infant mortality in migrant infants is about three times that of the national average. The infant mortality refers specifically to the number or deaths of live born children prior to age 1 year. One-third of the mothers received no prenatal care. Of the other mothers, the prenatal care is minimal or sporadic.

Delivery frequently takes place in out-patient clinics, at least in the migrant families' homes. When they are in the migrant stream, it is more apt to be at home. Between 20 and 25 percent of the children in three of our studies were reported to be delivered at home.

I think lack of health care and lack of delivery in the hospital are both factors that result in high infant mortality.

I emphasize, one of the greatest needs of the migrants is a hospital system. Approximately, one-fourth of their mothers nurse their infants. This is unfortunate because it would be more helpful if more of the mothers did nurse since there are problems of keeping milk clean and sanitary while migrating when refrigerators may not be available. And I think nutrition education could result in a great increase in the number of mothers that do nurse their children.

Approximately half of the children in 1969 reported that they had not received any immunizations. This is one area that has changed in the past year. Particularly, we saw this 2 weeks ago; the Texas schools have begun to enforce immunizations prior to entering schools. Almost all the children now have at least one immunization. This came about partly at least as a result of the polio epidemics reported last summer in Texas.

Approximately 86 percent of the children have never been seen by a dentist.

Approximately 10 percent of the children have not been seen by a physician since birth.

I would like to comment now on some of the physical example data.

Of the 300 children, 54 of the children were low in height attainment. One would expect that approximately nine children would be low in height attainment. Dr. Juan Craviato of Mexico City reports second generation upper economic Mexican families have similar patterns of growth and height to that of the U.S. growth rates.

There is reason to suspect there is a reason for so many children being low on height attainment. Seventeen of the children were low on weight attainment.

We have been asked specifically to comment on kwashiorkor. This is very difficult because people have not really defined what kwashiorkor is. In a recent publication by Jean Van Duzen, James P. Carter, John Secondi and Charles Federspiel, in the American Journal of Clinical Nutrition, they defined kwashiorkor in Navajo children as one of three possibilities, the first being children with weight below the third percentile and total protein level below 6.0 g/100 ml.

The second definition referred to children with weight below the third percentile and edema, misery, and flaky-point dermatosis.

The third definition was children with weight below the third percentile and albumin below 3.5 g/100 ml.

This child you can now see. You can see the angular-like lesions which are typical of the vitamin B deficiencies.

If you can lower the slide and let me show the hair, you can see it is discolored. You can see it is gray, lightly colored hair. This is about the seventh slide.

We will skip the other three slides on this child, at least temporarily.

The point is that if one uses this criterion of Carter's for determining the incidence of kwashiorkor it is relatively frequent in that three of seven children low on weight also had low serum protein levels. So that, one could say three out of these 300 children fit the definition of kwashiorkor.

However, the common definition of gross edema is much less frequent.

This is the fourth slide that was put in to show she did recover nicely but the hair types are still silver-colored types which are a sign of protein malnutrition.

This shows the hair discoloration that we were referring to, the silver color.

This shows the gross edema due to low serum protein.

I would like to make one point about the gross statistics.

We mentioned 17 children were also below the third percentile for weight. This is particularly bothersome. It is known that children of all races have similar growth in head circumference. The head circumference is the best indication we have of how the inner brain is growing.

Dr. Craviato of Mexico City has evaluated children with low head circumference and shown these were children who had a history of malnutrition in infancy, particularly in the first year of life. The head circumference of third percentile was twice that of normal.

Dr. Craviato and many other investigators, including our own, correlated the lower head circumference with people of lower function so this is quite bothersome.

Referring to some of the other findings in the physical example.

If you will, move the slide over to show her left arm.

Now, show the lady.

You can see the lesions. Skin infections were found in the survey in 32 of the 300 children. There was dyspigmentation in 21 children. There were lip lesions in the earlier slide in 10 children. There was nasal discharge in 69 children.

It is interesting that all of these findings, the findings of skin infection and nasal discharge, correlated with low serum vitamin A levels. The vitamins are very important.

This refers to the skin, it refers to the nose, the epithelial tract, even the nose down to the lungs, the bronchus. It is important in maintaining the integrity of all these membranes.

Not being a Nobel laureate, I won't claim vitamin A deficiency because he is cold, only that these are definitely related. This is true, in general, of all infections and indeed we found that this history of measles was twice as high in the children that had low body levels as in the other children. It is known that measles are common in the children. It is known that measles are common in the children of South America and many other populations in which malnutrution is quite prevalent.

The next slide may be difficult to see. You can see the large papillae on the tongue. These are hypertrophic tongue papillae. They also could be a sign of low serum vitamin A deficiency. But they could relate statiscally in the 69 children in these families who had these findings.

Likewise, you will see the dental caries in this girl; 118 of the 300 children had gross dental caries, an average of four per child. This was 58 percent of the children over 4 years of age.

Slide No. 7 shows symptoms of trachoma. I would not say that we have documented this as trachoma. We have only shown that folliculitus suggestive of trachoma is present. We were only able to do slide preparation in five children.

You can see the little pumps in the red linings. There was only one of the five slides that showed inclusion bodies which were compatible with the diagnosis of trachoma.

Trachoma is a relatively frequent infection in undernourished populations and although not usually harmful in children trachoma is an infectious agent between virus and bacteria. After repeated secondary bacterial infections, the adults end up with visual loss.

It has been stated a large percentage of the blind in Mexico is indeed related to trachoma infections. It is not impossible that Southwestern United States also has this infection. I would suggest that this should be looked at by the Public Health Service or other appropriate groups.

This slide refers to some of the hemoglobin values in three of the four studies we have been involved with. The striking thing is that not many of these young children of preschool age really are anemic. In the March 1970 study and in the study which we have already reviewed from last week the range of hemoglobins which is really the efficient range in my understanding is really 6 percent or less of the children. The reasons for this are various but include the fact that the Mexican American mothers frequently do still cook with the old iron pot, the old iron frying pan, which does make iron available in the foods that are cooked. Also, in some of the foods eaten, potatoes, which include the skins in stews, do contain iron.

The slide No. 9 shows one of the laboratory findings in these children. That is the vitamin A deficiency. The studies done by Dr. George Owen from Ohio State have found a mean vitamin A level of 33 percent with 2 percent of the children having values of 20 percent or less.

We have interpreted it as low in our laboratory, a level at which Dr. Owen has found that blindness is present in children.

As I have stated, vitamin A is important in the maintenance of the epithelium linings of the body, including the skin, and infections are very frequently present in children. In all of the studies that we have been involved with, a fair number of children have been deficient in vitamin A.

You can see in the June 1969 study, 159 children were low in vitamin A, of 288 children. That was 67 percent of the total number of children in which levels were available.

When we are looking at the very low column to the right you can see that the number of children less than 20 micrograms percent in the three studies has been 33, 20 and 37 percent of all the children looked at.

I think the vitamin A deficiency would be labeled as the No. 1 nutritional problem in the preschool children.

The next slide shows the vitamin C levels and it is quite pertinent to know in our initial survey which was done in southern Colorado this was done in the winter and we thought at that time that children were going to be very deficient in vitamin C in the migrant stream.

Indeed, we found this was not the case. We found that 2 weeks ago the vitamin C level had been done recently and we found only a small number of children deficient in vitamin C.

Vitamin C deficiency is not a problem in the migrant children. The reason is that they do have fresh fruit available in Texas during the winter time. This may be more of a problem at other times in the year in the children in Texas when fresh fruits are not available.

The Mexican American migrant coming from Texas, such as that from southern Colorado, there may be much more of a problem. In two children—these levels, by the way, were done by the U.S. Army Nutrition Laboratory—two of those children had no vitamin C detectable at all in their blood.

The next slide shows the serum protein values. I think this is a major problem and if our physical example evidence of—I am sorry; this is a slide of the girl that also had gum lesions.

The next slide is slide No. 11. It shows serum proteins. The point here is that about 10 percent of the children are deficient below two standard deviations in serum protein values.

I will state that our study as recently as the last 2 weeks confirmed the high incidence of physical example findings although the laboratory data is not available suggesting low-serum proteins.

A family that doesn't have milk available ends up with a child that has deficiency in protein. Miss Larson will comment.

We were quite disturbed that we have frequently interviewed families as recently as 2 weeks ago who told us that milk was not available from the commodity food distribution centers. This could go on for 2 or 3 months in a row. I would consider milk the No. 1 staple of the commodity food program because it is so important for nutrition that any commodity food distribution center should never be without it.

The serum folic acids were low in 29 children. It is probably the most important vitamin, particularly concerning brain development, we believe present. Serum folic acid levels were low in 29 children.

Interestingly enough, the cholesterol levels which were used by us for screening for nutrition because they are low frequently in undernourished children, much to our surprise we found were above two standard deviations of normal in 28 of the 300 children. Recent findings suggest that fatty depositions in the blood vessels takes place in infancy.

The Korea war mortality victims 19 years of age had high cholesterol deposits.

Ten percent of these children having high cholesterol levels is indeed a nutritional problem which might be very important. It involves nutrition education again. Again, the high use of animal fat in cooking in this population may be related to cholesterol levels.

I make five points in closing.

The first is that I think the most critical problem of the migrants right now will be unavailability of medical care, particularly hospital care to the migrants.

The second is the importance of emphasizing and teaching the interrelationships of nutrition and health. Good health is brought about by good nutrition, and poor health frequently follows poor nutrition.

I was going to show a slide of a child. This is not the child I am talking about. The child I am talking about, I believe, cannot be shown because it is a large slide but it is identical to a child who had gross marasmus. Jesus was found in an initial study in a door-to-door survey, lying almost dead. He hadn't kept anything down by mouth for 2 days. He had not seen a doctor. He was lying in bed. It was only because we were doing a door-to-door survey that he was picked up.

It was quite startling to me that one of 19 children would be in bed. It stimulated my further involvement in migrant care.

This mother had five children of her own. A grandmother had eight children, all living in the home. The father was away doing migrant labor. We looked in the cupboards and documented that two cans of milk were present for the 13 children on Friday. It would be Monday before the next food could be obtained.

Now, when I tried to bring this child to a hospital, the administrator told me that the hospital could be half filled with migrant families, which I think is true. He could easily have had his hospital filled with migrant families.

This is a private hospital that the administrator is paid to see that the hospital does not end up greatly in debt at the end of the year. He said he cannot take migrant families.

A physician in town did arrange to have the child visit for 2 days, intravenous rehydration, and the child was discharged after 48 hours. The nurse called me back in Denver to say that the child was at home and not doing well. She wanted to bring him up to our State hospital. It took almost 2 months to rehabilitate the child. He was still at his birth weight in four and a half months and he had severe problems relating to nutrition which included that of getting multiple infections because of his poor nutritional state. He had bronchitis and pneumonia two times before he ended up being rehabilitated.

This child represents the two points I was trying to make: The unavailability of hospital care for migrants, and the interrelationship of nutrition and health.

He was one of the two children, by the way, that had no detectable vitamin C in his blood. Neither did his sister. He had findings of gross scurvey.

Dr. Williams happened to be visiting in Colorado at that same time. She happened to see this child. She commented this particular child had rickets, which I must confess that I had missed, and that this child was as bad as any of the cases of marasmus.

This was a very rare case but it does point out the two points in the unavailability of hospital care and how difficult this can be sometimes.

When I asked the mother why she didn't take the child to the hospital; she said, "My previous child had been hospitalized at the hospital for pneumonia. I could not pay this bill and I knew they would not accept this child."

The third point I would like to make is the importance of nutrition and education which will be covered specifically by Miss Larson, but this is very important.

If I could have the very last slide. This is a difficult slide to see. It shows a pen which has pigs feeding in it. It shows the pigs eating the carrots. The carrots were readily available, stacked in a big cart next to the pen with the pigs. They were readily available, brought home by the father from work and fed to the animals. Yet, the families were not eating these carrots.

Yet, in this little town over 60 percent of their children were deficient in vitamin A, of which carrots are one of the major sources of vitamin A. It was not a matter of availability of vitamin A. It was more of a problem of nutrition education and realizing this food was a good food to eat and it was important for their children's health. So, I think we need more programs in nutrition education.

The last program must include the rural poverty as well as the migrants. I feel that the Public Health Service, migrant health division program, which has started out with either four or five rural neighborhood health centers throughout the country, one in Fort Lupton, Colo., has been excellent in that it included the migrant as well as the rural poor.

As soon as the migrant drops out of the stream one year, in 2 years he is a rural poverty family frequently and he needs to be included in the same programs that the migrants are being included in.

The Welfare of the Land, written by Williams in 1923, pointed out how the Mexican American migrant traveling from Texas and Mexico at that time was separated from Mexican Americans living in Colorado. Our programs that the government sponsors that separate the migrant from his Mexican American colleagues dropped out of the migrant stream further this separation and make enemies of these two groups of individuals.

I would state in closing I think it is essential that the government programs include both of these groups of people in similar programs.

Two weeks ago, I had families tell me they would migrate for the first time next summer so that their teenage daughter who had 20 teeth and 16 cavities would get free dental care in Michigan.

If the rural poor don't get the same opportunity as the migrant, there will continue to be problems in these relationships of these two groups of people.

I would like to turn the microphone over to Miss Larsen who is a nutritionist working with the migrant population.

The CHAIRMAN. Dr. Chase, before you do that, I want to ask you a couple of questions.

I get the impression that you have discovered a heavier incidence of malnutrition, severe malnutrition, protein deficiencies, vitamin A and vitamin D deficiencies and so on than were found in Public Health surveys. Is that correct?

Dr. CHASE. This is true in some ways and the opposite is true in some ways. Our study is different in that we have focused on a very specific high-risk population. For example, we have dealt specifically with this very high risk group and not included any other infants who are not migrants in our study. We are not aware of other studies that have singled out the migrant children. Dr. Schaefer's study, who reported to your committee in Texas, included groups other than migrant children in the Texas part of the study. We have focused on a specific population in which we consider to be a very high risk group.

The CHAIRMAN. I was particularly concerned about the incidence of kwashiorkor from protein deficiencies.

Have you found in that area a rather high incidence of that ailment?

Dr. CHASE. This depends on the definition of kwashiorkor which is not well defined by any means. If it is defined by two of the three criteria that Van Duzen and Carter used, approximately one out of 100 of these children could have this label attached to them. However, we have not picked up any cases of gross edema in our surveys. We have seen three or four cases of kwashiorkor-edema over the past 3 years, but these cases were not picked up in surveys. The more important thing is that borderline protein malnutrition exists in this population and it needs to be corrected.

(The formal statement of Dr. Chase follows:)

NUTRITIONAL STATUS OF PRE-SCHOOL MEXICAN-AMERICAN FARM CHILDREN,

H. PETER CHASE, M.D.

In order to determine how to meet the nutritional and health needs of Mexican-American migrant children traveling in Colorado, medical and nutritional information was collected on 300 pre-school children ages 6 and below during the summer of 1969. The 300 children came from 151 Mexican-American migrant families 116 of whom came from Texas. 26 from Colorado (families who had crossed county lines to do farm labor and temporarily reside away from their permanent home) and the other nine families came from a mixture of six other states. All fathers were farm laborers working a mean of 6.3 months per year in agriculture and 1.8 months per year in other occupations. The mean educational attainment for the fathers was sixth grade and for the mothers fifth grade. The mean annual family income was $1885 with 61% of the families having an income of less than $2500 per year and 84% under $3500 per year. Twelve families (7.9%) reported receiving financial assistance in some form during the previous year. In 57% of the families only Spanish was spoken while in 36% of the families both Spanish and English was spoken by one of the parents.

MEDICAL HISTORY

The mean number of pregnancies per mother was 5.7 with 29 of the 142 mothers having had more than 10 pregnancies. 65 of the 825 pregnancies resulted in miscarriages or still births for a fetal wastage of 79 per 1000 pregnancies. 48 of the 760 live born children died within the first year of life for an infant mortality of 63 deaths per 1000 infants. This compares with an overall infant mortality of 20 deaths per 1000 infants for the overall United States, suggesting that the infant mortality is approximately three times higher in migrant families than in the general United States.

The majority of the children were born in an out patient medical clinic, with the mothers remaining 12 to 24 hours in the clinic following delivery. 69 of the 300 children or approximately 20% were reported to have been born at home. Delivery is usually not carried out in a hospital because of inadequate money and failure of the migrant population to be included in a health plan which allows hospital delivery and care of infants.

One-third of the mothers initiated breast-feeding, and 25% were still breast feeding when the child was 2 months old. Mothers reported that 50% of the children had received no DPT or polio immunizations and 10% of the children had not been examined by a physician since birth. 86% of the children over 2 years of age had never been seen by a dentist.

PHYSICAL EXAM DATA ON THE 300 CHILDREN

54 of the 300 children were less than the third percentile for height using U.S. growth grids. Although it has been suspected that Mexican-American children have lower height attainment than U.S. children, Dr. Juan Craviato of Mexico City has found similar growth patterns in children from second generation, upper economic families. Seventeen of the children were below the third percentile for weight; seventeen were also below the third percentile for head circumference. Children of all ethnic groups have been shown to have similar head circumference measurements, and this data suggests that the incidence of low head circumferences in migrant children is about twice normal. This finding is particularly important because low head circumferences have been shown by Dr. Craviato to correlate with children having a history of malnutrition, and also because head circumference is one of the best physical exam indicators of how the brain is growing. A low head circumference usally indicates poor brain growth and low intellectual ability.

Hair dyspigmentation suggesting protein deficiency was found in 21 children. Skin findings were found to correlate with low serum vitamin A levels and included infections in 32 children, and hyperketatosis in 19 children. Angular lip lesions which occur with vitamin B deficiency were found in 10 of the children. Mucoid or purulent nasal discharge was present in 69 of the 300 children and this also correlated statistically with low serum vitamin A levels. 39% of all children and 58% of children over 4 years had gross dental caries, with an average of 4 caries per child. Hyperstrophic tongue papillae was a common physical exam finding (69 children) and again correlated with low serum vitamin A levels. Epiphyseal wrist swelling was present in 28 children and prominent rib beading in 22 children, both signs of vitamin D deficiency. Enlargement of the liver was thought to be present in 49 children and is a common finding in generalized undernutrition. Likewise triceps skin fold measurements were below the tenth percentile for Anglo children in 52 of 136 girls and in 51 of 149 boys. Low skin fold measurements are also usually a sign of generalized undernutrition.

Physical exam findings of the eyes may suggest undernutrition, and increased corneal vascularity was found in 23 children and dry wrinkled conjunctiva in 56. These two findings are believed to be related to vitamin A deficiency. A folliculitis suggestive of trachoma was found in 29 children. Slides were made in 5 of the children and in one case inclusion bodies were found which were compatible with the diagnosis of trachoma. Trachoma is an infectious disease which is usually not particularly harmful in children but which in adults can lead to blindness and which is frequently prevalent in undernourished populations.

LABORATORY TESTS

47 children had hemoglobins below the tenth percentile for age and 41 had hematocrits below the tenth percentile for age. This does not indicate a very high degree of anemia as one would expect 30 of 300 children to be below the tenth percentile. The incidence of anemia is, however, apparently 50% greater than in the general Colorado pre-school population. The reasons for the low incidence of anemia are unknown but it is likely that the frequent cooking in iron pots and the inclusion of potato skins with the potatoes in stews help to prevent iron deficiency.

Vitamin A deficiency was the major nutritional problem found in the migrant children. 159 of the 288 children (55%) had values in the less than acceptable range as determined by the National Nutrition Survey. A recent study of plasma vitamin A levels in pre-school children by Dr. George Owen in the United States found a mean value of $33\mu g\%$ (S.D.± 7.6 $g\%$) with 2% of the children having values of $20\ \mu g\%$ or less. 57 of 288 children in this study or 20% or less suggesting that the incidence of vitamin A deficiency in migrant children is at least 10 times greater than in other pre-school children in the United States. Vitamin A levels were found to be statistically lower in infants of mothers who did not receive nutritional supplementation during pregnancy than in infants whose mothers had received supplemental vitamins during prenatal care. It is thus suggested that one of the ways of decreasing vitamin A deficiency in migrant infants would be to increase the availability of prenatal care to the mothers. The low vitamin A levels correlated statistically with the high level of skin infections and upper respiratory tract infections on the physical examinations. It is thus likely that if the nutritional status of these children could be improved their medical problems would also be improved. The upper respiratory tract infections frequently lead to chronic ear infections which can result in hearing loss which can then result in poor school performance. Greater emphasis needs to be placed in this country on the interrelationships between nutrition and health.

Vitamin C levels were low in only 2 of 288 children. This is likely because the majority of children had come from Texas where fresh fruit was readily available at little or no cost. Serum folic acid levels were low in only 29 of 293 children. Other B vitamin serum levels were not determined.

Total serum proteins were below 2 standard deviations of normal in 28 children and serum albumin levels, the major protein in the blood, were low in 73 children. Blood urea nitrogen levels, which generally reflect protein intake, were found to be low in 49 children. The reason for the low proteins in 10% of children is likely because of poor milk intake in a large number of the children, frequently due to not having the money to buy milk for the children.

An unexpected finding was that cholesterol levels were above 2 standard deviations of normal in 28 of the 300 children. Likewise it is to be noted that a large number of the migrant mothers are overweight. These findings may be related to the common use of large amounts of animal fats (primarily lard). As it is the current belief that cholesterol deposits start during childhood this form of malnutrition may be as dangerous as are some of the deficiencies.

In summary, although cases of gross kwashiorkor and marasmus are not common amongst the migrant population, a number of specific cases depending on the definition of kwashiorkor being used, have been discovered. This is to be expected in any population group that has 10% of the population low on proteins. Other specific nutritional problems, including particularly Vitamin A deficiency, are quite prevalent. The infant of the migrant family has a mortality three times higher than the rest of the United States, and at birth should be considered a high risk due to the frequent lack of prenatal care, poor housing and sanitation, lack of continuous postnatal care, and the need of families to travel with small infants. The present migrant family mean income of $1885 per year precludes the purchase of hospital benefits by these families. Migrant families are in general not covered by Medicaid because they are not receiving welfare. Likewise they are not covered by insurance from their employers except in rare instances in which very exclusive contracts are available. I would best see the greatest need of the migrant population, at the present time, as that of being included in a hospitalization benefit program. One must, however, be careful not to include migrants in special programs in which other rural poor farm laborers cannot also be included. I was recently told by a family in Texas that they were going to migrate for the first time this summer because of the many benefits available to migrants through specific migrant programs. One of their daughters had cavities in 16 of 20 teeth and they indeed considered this the only possible way to become eligible for a program which could result in the care of the daughter's dental problems. I feel it essential to include rural poverty families in programs which are developed for migrant poverty families. The program initiated in 1970 by the Migrant Health Division of the Public Health Service to provide 5 rural health centers for both rural poverty families and migrant families in areas of high migrant populations is excellent and needs to be greatly expanded. I would now like to comment on a few nutrition and health programs and how they specifically effect migrants.

FOOD STAMPS AND COMMODITY FOODS AND MIGRANTS

The White House Conference on Food, Nutrition and Health held in May 1969 recommended that migrants be certified once yearly for food stamps. This has not yet become a practicality. It would be a big help if migrant families could receive a national identification card certifying them on the basis of their previous years income, to make them eligible for food stamps throughout the year. Food stamp authorization in northern states has been much easier for migrants in the past year, however, migrants frequently still fail to qualify because of unequal earnings throughout the year. A problem with the food stamp program is that frequently a family will not have money to purchase the food stamps. An added problem is that it assumes a family has the nutritional education to choose a nutritious diet.

The commodity food program has not been successful in helping migrants in some counties because of the insensitivity and callousness of the food distributors. I have had a personal experience with a county, not located in Colorado, and one which I am happy to say is about to get a new food distributor, where the distributor prevented wide spread usage of commodity foods. In this county the distributor required the father to come in to the warehouse to receive the commodity foods. He frequently told fathers "You are strong and able to work so don't come back here again". Pride did frequently prevent the families from returning. One of our nutrition aides tells the story of how her husband had to go to the hospital for an operation, she was home caring for the children and they had no money to buy food. She was refused commodity foods because her husband wasn't able to come with her to the warehouse. This same distributor made it his personal responsibility to question and harass all families when they appeared for their foods. They were given "The third degree" even though they had already been approved for receiving commodity foods. It is also noted that in the same county that frequently certain essential foods such as dried milk would not be available during a particular month. Thus a family that had relied on the milk for the children would be without. I don't know if this was due to poor ordering practices or other reasons. While this may be an extreme case, degrees of discrimination and obstruction prevail in other areas of the county.

HEALTH AIDES AND MIGRANT HEALTH

The Colorado Migrant Council has been involved with the introduction of health aides into the migrant health stream to act as intermediates between existing health and welfare facilities and the migrant population. In my opinion this program has been quite successful, although the Migrant Council has had increased problems with funding through OEO. We have done nutrition-health evaluations on a migrant population in Texas in 1970 and again in 1971 in which the health aides have worked with a test population. Our initial impression is that after working with the families for one year, definite improvement in the nutrition and health of the children has taken place.

NUTRITION EDUCATION AND MIGRANTS

As nutrition education has been generally avoided in the earlier hearings before this committee and because I am personally involved at this time with a Public Health Service project teaching nutrition education to migrant families, I would like to comment on the problems of nutrition education to migrant families.

In recent years the Department of Agriculture's Home Demonstration Agents and Expanded Nutrition Program Aides (ENP) have begun to teach nutrition. I would like to preface my statements by saying that the ENP Aide Program, directed toward lower income families, is excellent and is off to a good start. Nutrition education is extremely important at this time in the United States, when there is a trend toward switching from commodity foods, in which a family can be directed in what to eat, towards food stamp programs in which families must have some knowledge themselves of what is good nutritionally. This obviously requires nutritional education which can best be accomplished in lower economic groups by using lay nutrition aides who can communicate with families in their own socio-ethnic environment. Present programs, however, have much going on which is ineffective. Examples of this are as follows: 1. For years nutrition education has been carried out in this country without identifying what the problems are. This has resulted in a shotgun approach for teaching middle class nutrition and recipes that do not solve specific nutritional problems and that are not culturally relevant. Examples of diets offered to Mexican-American migrant families by an ENP Aide in Texas in 1971 are: 1. peanut butter carrots (a ghastly concoction though possibly nutritions as at least vegetables are used). 2. Tomatoes stuffed with walnuts and other ingredients (this is fine except that poor people don't have walnuts). 3. Chicken ala king (this recipe was introducing much too drastic a change into the diet of a cultural group that did not use such a food and required changes that nullified any chance of using such a recipe). 4. Preparation of yeast breads: nutrition aides commonly pick the baking of bread as a demonstration project in the home but in practicality bread is not something that a mother with 14 children and no time or energy for extra cooking is apt to make. It also offers no nutritional value over bread purchased in stores, nor does it attack the nutritional deficiencies defined earlier in migrant children.

To add to all this, tortillas are usually eaten in Mexican-American households and bread does not fit into the cultural eating patterns. Thus the current approach toward teaching new recipes in low economic migrant families seems to be very much oriented toward teaching a middle class diet rather than toward teaching how to alleviate malnutrition. Recipes chosen should be: 1. capable of producing nutritional improvement in the family. 2. easy to make. 3. inexpensive. 4. flexible enough that any number of family members can be served, 5. appealing in taste and 6. able to fit into the cultural patterns of eating.

II. The second problem with current nutrition education is that the supervising home economists may not be adequately trained to properly teach nutrition to aides. Her two or three college courses in foods may have been much more concerned with how to plan meals and make them look nice when they are put on the table than with how to combat malnutrition. Home economists and nutritionists need improvement in their training, and more nutritionists need to be trained. This may require government subsidies in order to attract home economists to specifically become interested in nutrition education and to obtain their master's degree to make them qualified nutritionists.

III. The nutrition aide training program is currently three or four weeks and this time period is likely inadequate to teach meaningful nutrition. It must be realized that a totally new type of information is frequently being taught to the aides, and that we are changing many ideas concerning foods that have been culturally ingrained for many generations.

IV. The ENP aides frequently do not approach teaching of individuals with minimal education in a realistic manner. Thus, a recent handout given a Mexican-American family by the ENP aide encouraged first, the eating of white vegetables and secondly, was concerned with the cooking of the vegetables in an alkaline media versus an acid media in order to prevent color changes. My comments about this are first of all, who cares about white vegetables, and secondly, who knows or cares about changes in pH? While vegetables do contain vitamin C, but the migrant families are not deficient in vitamin C. The concept of trying to teach alkalinity and acidity to a cultural group in which these terms refer to something entirely different could never begin to be approached in a one or two hour visit by an ENP aide to a mother who may have 14 children and an elementary school education. Also, the idea of giving handout sheets and lectures is again a take-off from Anglo methods of college education.

V. Money for nutrition education in the U.S. is currently spent through either the Department of Agriculture or in our school system. Neither of these institutions has shown recognition of the fact that nutrition correlates with health. Perhaps one of the reasons for this lack of information is that even the physicians responsible for health care do not get any training in nutrition. Dr. Mayer noted this in his talk to this committee (Part I—Problems and Prospects, p. 27, line 8) and as far as I know, nothing has been done as yet to encourage the teaching of nutrition in medical schools.

What then is the answer to this essential part of improving nutrition in lower economic families in the United States? It is obviously multifaceted, but starts with the recognition of the migrants as a vulnerable group, and requires improved nutrition education by trainers and trainees, improved availability of foods, and recognition that good health is dependent upon good nutrition.

The Chairman. Senator Hart.

Senator Hart. No questions.

The CHAIRMAN. Senator Bellmon.

Senator BELLMON. Dr. Chase, I was interested in your comment that the protein deficiencies which you discovered seemed to be due to a lack of milk in the diet.

Dr. CHASE. Yes.

Senator BELLMON. Is milk the only remedy for these deficiencies?

Dr. CHASE. No; certainly not. Certainly meats are a very good protein; eggs are a good protein. It just turns out that the small infant, particularly the young infant that is not chewing meat, really relies on the milk as the main source of protein. Because of severe poverty, at least three families last year told me that they just didn't have money to get any milk for their children. One family said, "I haven't had enough money to buy milk for my family for 3 weeks." They happened to be living in a migrant camp in Texas. This type of thing does happen. By far, the majority of cases that we see are children that are not taking milk.

Senator BELLMON. Do you feel that protein deficiency is the most common nutritional deficiency?

Dr. CHASE. No; by far, the vitamin A deficiency is the most common. I shall also emphasize that the early period in development is one that is very important in brain development. Our work in the laboratory with experimental animals and some work done to malnourished humans has emphasized that pregnancy the first year after birth are critical in brain development. Thus adequate nutrition to a pregnant mother and small infant is very critical.

I have been very favorably impressed by the supplemental food program as providing nutrition during this critical time period. I have been very unhappy at the lack of success of this program because of the lack of funding for distribution. I think this is one program that is very exciting in theory, if it could just be set up now with funds for distribution. They are highly nutritious foods that go to the pregnant mother and the pre-school infant. However, it looks like this program is being phased out instead of increased.

We had a crisis with money for food distribution in Denver the first year. The VISTA volunteers agreed to distribute the food after much had been lost in warehouses to rodents. The second year we again had a crisis in finding the money to distribute the food and finally OEO came up with an emergency grant. At the beginning of the third year, I, personally, made visits to the city and county authorities trying to find some way to round up the distribution money. The last I heard there was no possible means of distribution of the food in the country. Despite the fact this is $500,000 or $600,000 of food a year that goes to 5,664 individuals at a cost of distribution only the county has not come up with the means of distributing the food. This is nutritious food and not just extra food that goes to a high-risk group.

I think if this program could be supported by the people here in Washington; an inclusion of money for food distribution, the program would be excellent.

Senator BELLMON. I was about to inquire about two things.

First of all, does the commodity program that is supported by the Department of Agriculture distribute meat or any other protein such as peanut butter?

Dr. CHASE. Yes.

Senator BELLMON. Do you find in dealing with these families that when they have food stamps available that they use those stamps to buy a reasonably balanced diet for their children?

Dr. CHASE. Yes.

I would state that food stamps have become available to the Mexican American migrants while in the migrant stream much more readily in the past year. I have witnessed this in my own State. There is still a need for a national certification card that the migrant could carry with him from State to State so that he does not have to become recertified every time he moves. The problems are sometimes difficult, such as not having previous earnings records with them, or having only summer earnings reports available, which may be the only income for the year.

Senator BELLMON. Would the availability of food stamps to migrants wherever they were diminish the need for the supplemental foods program?

Dr. CHASE. No. The supplemental foods have been able to be distributed in areas of commodity or food stamp programs also, so that families that have had difficulty because of various reasons which Miss Larson will point out, have still been able to get supplemental foods. Supplemental foods are frequently taken advantage of for the pregnant mother or preschool child when inadequate money is available to purchase food stamps.

Senator BELLMON. I am thinking of food stamps rather than commodity foods.

Dr. CHASE. Food stamps have an added problem in that it assumes that one knows what is best nutritionally.

Now, these families have a mean education of fifth or sixth grade. Frequently, they have difficulty in speaking English. Fifty-seven percent of the families claimed they didn't speak English. Families that claimed they could not speak English had statistically lower serum proteins in their children, so again the sociologic and laboratory findings were related. These families need nutrition education. One must not assume that families can pick out their own nutritious diets with food stamps, instead of being given nutritious foods through a commodity program, and must include nutrition education as an important part of a switch-in-food program.

Senator BELLMON. That is all, Mr. Chairman.

The CHAIRMAN. Senator Schweiker.

Senator SCHWEIKER. Thank you, Mr. Chairman.

Dr. Chase, what efforts were made to bring the results of your survey to the attention of the appropriate Federal authorities? What success have you had in that regard?

Dr. CHASE. These findings are being published in the AMA Journal of Diseases of Childhood within the next few months. They will be readily available to anybody who wants to look at them. They have been referred to in newspapers, I think, a fair number of times.

Dr. Mayer referred to them at the recent follow-up of the White House Conference and showed some of the same slides that I showed today. I think they are pretty much aware of these findings.

Senator SCHWEIKER. On page 5 of your statement, you refer to the program initiated in 1970 by the Migrant Health Division of the Public Health Service.

What impact has this program of the Nixon administration had on the problem, in your judgment?

Dr. CHASE. You are talking of health aides and migrant health?

Senator SCHWEIKER. Yes.

Dr. CHASE. This is very interesting.

There is a real problem in communication between the Mexican American who travels in the stream. He works from dawn till dusk and then seeks medical care after he gets home at dusk. The father gets home with the family car. The private physician in the rural area has already worked 10 or more hours a day seeing his own load of patients which we all know has very greatly increased right now in rural areas. He is then called upon in the evening to start seeing migrant families when the father has arrived home with the car. The health aides have tried to intervene between the migrant, both in language and also in obtaining care. I think that they have been successful. Our study 2 weeks ago is showing evidence of improvement in the families that the Mexican American health aides, trained by the Colorado Migrant Council, as well as our nutrition aids, have worked with.

I do think that President Nixon's proposal of rural physicians from the Public Health Service is superb. I think there is great need for this. I think the program I mentioned earlier concerning the Public Health Service rural neighborhood health centers is superb. We have one of the initial four in the United States in Colorado but we didn't need one to start with; we needed five to start with. The problem is now showing these are effective. I fear that the appropriate studies may not be done as I would like to see them done as the health centers are started to show changes in health and nutrition in the families in order to allow a more rapid production of more of these centers.

Senator SCHWEIKER. Is this something that can be done strictly through fixed location migrant centers or to be effective in terms of the nature of the work is there some kind of portable approach that ought to be used to really follow this thing through?

I know in regulating this—I am on the Migrant Labor Subcommittee—one of the big problems is that half the time when you cite some law or some deficiency occurs, the people have gone on to the next stop before anybody realizes the problem occurs.

I am wondering if some portable health service is not required to follow up some of your thoughts and ideas and whether it is beyond the ability of a fixed center to really complete the whole job?

Dr. CHASE. This is an excellent comment.

The Colorado Migrant Council actually purchased for the health aides five vans which do travel throughout the migrant stream. The need is for both. The need is for someone traveling with the families to help with communications wherever the family might be. There is a need also for a stationary center to serve both the migrants when a need does arise, and the rural poor in that area. You can't have a portable operation carrying X-ray and all the other really large equipment and laboratory equipment which is necessary for proper delivery of even out-patient care today. Both types of care are needed.

You have brought up another pertinent point and that is communication between areas. This is another area that really needs improvement relating to interstate communications regarding migrant health problems. This is starting, but it is just starting.

Senator SCHWEIKER. I know in the migrant labor law field we could not begin to solve the problem because any time we had a violation it was all taken care of or the whole situation had changed by the time any inspector could get on the scene. Either they were on to the next stop or the condition had so changed it was impossible to administer it.

We finally came to the conclusion the only way to really dig into the migrant problem was to have some kind of portability, inspector portability system, that travels with the migrants. I think it would, as you point out, help in solving this problem in addition to your fixed center.

In your testimony on page 4a, you refer to the fact that migrant families in general are not covered by State medicaid programs because they are not receiving welfare.

I just wonder whether this would be remedied if the President's family assistance plan would be adopted or whether this would not have any impact on the situation that you are concerned about.

Dr. CHASE. I don't know yet what the interrelationship is going to be between medicaid and the family assistance program.

I do know that in the recent proposal which we just had last Thursday in the Denver newspaper for a prepaid health program for all people in the United States, President Nixon stated this should be provided by employers by 1973. He specifically stated that not to be included would be the part-time employees and farm laborers. Again, there is no reason why an employer, such as a sugar company, employing 12,000 migrant workers directly or indirectly could not provide a comprehensive prepaid medical plan for its employees. The present insurance programs, when they are available, cover only accidents that happen to the father on the job. It does not cover mothers going to the hospital to deliver the child. It does not cover the child who needs to be hospitalized for pneumonia. I would hope if President Nixon is going to leave this very high risk group out of his proposal on prepaid medical care that some other health care system will be available to these individuals, and my guess is that it will be.

Senator SCHWIEKER. Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you very much.

Miss Larson, I wonder if you could just summarize your statement in view of the shortness of time, and tell us in a synopsis way the work you are attempting to do.

STATEMENT OF MISS LORA BETH LARSON, MIGRANT NUTRITIONIST

Miss LARSON. As Dr. Chase has pointed out, there are some severe malnutrition problems among the Mexican Americans we have worked with in south Texas.

One, probably the most severe, is vitamin A deficiency, which has a tremendous impact in increased susceptibility to various infections; for example, measles, colds, skin infections. This has consequences in loss of time spent in school.

Now, there are several ways to try to attack this problem. One is through the availability of foods. The foods which are distributed through the commodity food program are not generally high in vitamin A. There are no foods given through that program which are very rich sources. Carrots are one but they are not distributed frequently, if at all.

There is also evidence of inadequate protein intake. There are some protein foods distributed through the commodity food program. Dry milk, when it is available, is distributed. Yet, many times it is not available locally in the warehouse for whatever reason. Maybe there is a higher demand by participants in that month and the supply runs out. Maybe the local county has not received it in the first place. Many people do not know how to mix the dry milk when it is distributed.

So, in addition to the problem of availability of food through either the commodity food program or food stamp program, there is an additional problem of education. For instance, the problem with the carrots: Feeding them to the hogs and the goats, but the family doesn't eat them because they don't know that these are very rich sources of vitamin A for their children, they would likely feed them to the children. People are interested in this information when it is available to them. I was talking with a group of men who were considering vitamin supplements as a program to push among Mexican Americans. We happened to be talking about the lettuce boycott which some people are supporting. I pointed out that spinach is very rich in vitamin A and it can be substituted for lettuce in almost any kind of fresh dish. I mentioned tacos, a dish that many Mexican Americans like very much, which usually has some tomatoes and lettuce on top of the meat, and I suggested using spinach instead of lettuce. This interested these men very much. They were very concerned about the health of their families. Spinach was something that was very good, very rich in vitamins for their children. They were interested in this information but they never had access to it before.

People who speak Spanish have very little or very limited access to any kind of nutrition education. Much of the information available to the general American population is available through mass media, printed notices, women's magazines, newspaper articles, and these sources don't reach people who don't speak English. There is a very great need for nutrition education which is oriented toward people with particular problems. In our case, this population is the Mexican American who has a limited knowledge of English, and a limited income on top of that. Their pennies have to stretch as far as possible.

The food stamp program offers people the choice of how they wish to distribute their money in terms of what they buy. I generally favor the food stamp program, but I think the food stamp program, as well as any other kind of food assistance offered in an effort to eradicate malnutrition, must be accompanied by a very strong, very vigorous, "swinging" nutrition education campaign. It has to be something that will catch people's attention, that will excite people, that will motivate people. Any "solution" that will eliminate or overlook the importance of nutrition education would not be a permanent solution to the problem of malnutrition. There is an ancient proverb which I am fond of quoting: "If you are planning for a day, give a man fish. If you are planning for 10 years, plant a tree. If you are planning for 100 years, educate the people." I think lack of knowledge is certainly one part of the problem of malnutrition with the low-income Mexican American population, and specifically with the Mexican American migrant.

The CHAIRMAN. Thank you very much, Miss Larson.

If you have a prepared statement, we will be glad to have that filed.

Miss LARSON. It is included in Dr. Chase's statement.

The CHAIRMAN. Thank you very much.

And Dr. Chase, thanks to you.

Senator BELLMON. Dr. Chase, Congress has written, has passed some good laws, some good programs for migrants.

Do you find that generally these programs are helpful to the migrants? Do the migrants know about them or are we having a breakdown in communications?

Dr. CHASE. Could you be more specific on the programs you are thinking of?

Senator BELLMON. Programs relating to education, health, and nutrition; the problems that migrants have.

Dr. CHASE. I don't know of any specific health or nutrition programs, although they usually do know about the excellent summer education programs. Education, they generally do know about. This is an area that has seen a very great improvement in the last 5 years.

Migrants usually get their children into schools in the North in the summertime. The problem then becomes one of whether or not the schools in the South will accept the supplemental education that the child has had during the summer. At least, some schools in the South, as recently as a year ago, still graded or reduced the child's grade on the basis of how much time he had missed, not on how much he knew. This led to school failures and continuation of the dropout problem in the school.

Senator BELLMON. Mr. Chairman, I would like to ask Miss Larson one question, also.

You mentioned the need for education in nutrition. If I understood your comment right, you did not limit the need for education just to migrants.

Miss LARSON. That is correct; I think there is evidence now that there is malnutrition in the entire U.S. population in terms of vitamin deficiencies, anemia, obesity. There are problems of malnutrition in all segments of the population.

Nutrition traditionally has been a very unpopular subject. I must admit this was my opinion, too, when I was a student, but it is something that is vital and can be made exciting and interesting and applicable.

In addition to migrants, in addition to Spanish-speaking people who do not migrate because they are too poor, nutrition education is important for the entire U.S. population to achieve a nutritionally healthy population.

Senator BELLMON. Are you suggesting that this might be a proper area for a nationwide federally funded effort?

Miss LARSON. Yes; I am.

I think the expanded nutrition program of the Department of Agriculture is making some very good beginnings with the low-income levels. But this is not, to my knowledge, in all towns and counties of the United States.

The county home demonstration agent, again from the Department of Agriculture, has traditionally worked with middle-income rural populations. This program has also done a great deal. Yet, I don't think either of these is enough to really reach and convince as many people as we should be helping.

In addition to current programs in nutrition education, we should consider the use of mass media for nutrition education.

Senator BELLMON. Thank you very much.

The CHAIRMAN. Thank you ever so much.

(The prepared statement of Dr. H. Peter Chase follows:)

PREPARED STATEMENT OF DR. H. PETER CHASE, ASSISTANT PROFESSOR OF PEDIATRICS, UNIVERSITY OF COLORADO MEDICAL SCHOOL

We have been specifically involved with four nutrition and health studies dealing with the Mexican-American migrant children. The first of these was in December of 1968 in southern Colorado at which time a door to door survey was conducted in the homes of families who had been involved with migrant work during the previous summer. The second study was also in Colorado and was done in June of 1969 and dealt with 116 families from Texas, 26 families from Colorado, and 9 families from six other states. Three-hundred preschool children were studied ages six and under and will be the main source of the data to be presented today. The third study in which nutritional data was collected took place in Texas in March of 1970 and dealt with approximately 225 children. A fourth study which has included follow-up examination on some of the children from the third study was undertaken this month. The third and fourth studies are part of the evaluation of the effectiveness of nutrition and health aids in dealing with the migrant families.

I would like to begin by commenting on some of the social findings. As you mentioned Dr. Mead has already pointed out the importance of these findings. I think they are particularly important here in understanding the problems of the migrant families as well in possibly helping them to settle out of the migrant stream, which may eventually be part of the solution to migrant problems. The first four slides show pictures of a girl who presented with kwashiorkor and who had edema and other skin changes. She was from a family who had settled out of the migrant stream approximately three months prior to her hospitalization. The settlement often brings problems for the families and I think there is a need for special help in this area. There is presently an agency in Colorado involved with resettlement of migrants which is called the Foundation for Urban and Neighborhood Development (FUND). Although this foundation has been funded by a private source eventually the government may have to become involved with resettlement of migrant families. Before outlining the social findings I would like to emphasize there were no statistical differences in these or any other findings in this study between the out of state migrant children versus the instate migrant children.

The mean income of the 151 families was $1885 per year. Sixty-one percent of the families, or over half, reported earnings of less than $2500 per year, eighty-four percent of the families reported total annual earnings of less than $3500. In spite of this only twelve families reported receiving financial assistance the previous year. The mean education of the fathers was sixth grade and of the mothers fifth grade. The reasons for the low educational attainment are multiple and include the problem of having to remove children from school in the spring when the family leaves to migrate as well as getting the children back to school late because the family has not yet returned to their home base. I have been told of instances in which home base schools have penalized children for the time they have missed by lowering the children's grades. These factors obviously lead to low school attainment. The school programs that are offered in the migrant stream, during the summer, for the migrant children are excellent and have helped to improve school attainment and likely also improve nutrition and health. It is obviously essential that the summer school programs communicate with the schools at the migrants home base. Communication is a major problem whether it is dealing with school attainment or medical problems.

It was recently suggested that it might be easier for migrant families to move to the city and accept welfare than to continue to migrate. The migrant families are proud and they would not accept that sort of arrangement. They work hard from morning to dusk and travel to seek work when work is not available at their home base. They have a definite attachment to the land in the southwestern United States which may relate to their Mexican ancestry, and they have family ties that make resettlement in the north difficult. We recently had two families with children with chronic diseases that we urged to stay in Colorado for continued health care. Neither of these families had any desire to settle out of the migrant stream and this is the way with many of the migrant families.

In beginning the comments on the medical history I would like to emphasize the relationship between nutrition and health. Nutrition education in medical schools is relatively limited today and I suspect that health education in nutrition schools presents a similar problem. Dr. Mayer commented on the problem of nutrition education in medical schools previously before this committee and the problem was also discussed at the White House Conference, but I know of nothing that has been done about it.

As pointed out in the prepared statement, the infant mortality in migrant children is about three times that of the national average. The infant mortality refers specifically to deaths of live born children under one year of age. One-third of the mothers reported not having received any prenatal care. Frequently with other mothers the prenatal care was minimal or sporadic. Deliveries frequently take place in clinics when the families are living at their home base, with the mother and baby leaving within twenty-four hours following delivery. When the families are in the migrant stream delivery may be more apt to be at home. Between twenty and twenty-five percent of the children, in our study, were reported to have been delivered at home. I think the lack of prenatal care and the lack of delivery in a hospital are both factors that result in the high infant mortality. This emphasizes the great need for a hospital care system for the migrant families.

Approximately one-fourth of the migrant mothers nursed their infants. It would be helpful if this figure could be much higher as there are problems of care of the bottles and the milk while migrating, and refrigerators frequently are not available. Nutrition education could possibly result in an increase in the number of mothers who do nurse their children.

Approximately one-half of the children in the 1969 study had not received any immunizations. This has changed in the past year as schools have begun to enforce immunizations even at the preschool level. We found this year that almost all children had received at least one immunization. New emphasis has apparently been placed as a result of the polio epidemic and diphtheria epidemic reported in Texas last summer. Approximately eighty-six percent of the children were reported to have never been seen by a dentist. Approximately ten percent of the children had not seen a physician since birth.

I would like to now comment on some of the physical examination data of the 300 children. 54 were low in height attainment. Using U.S. growth grids of caucasian children one would expect that approximately nine of the 300 children would have been low in height attainment. Dr. Juan Cravioto of Mexico City has reported that children from second generation upper economic families have a similar pattern of growth to those found in the United States. This suggests that quite a few of these children have low height attainment for some reason. Seventeen of the children were also found to be low in weight attainment. Three of these seventeen children also had either total serum proteins below 6.0 g/100 ml or an albumin level below 3.5 g/100 ml. We were asked to specifically comment on kwashiorkor in migrant children and the reason this is difficult is because people have not really defined the term kwashiorkor. In a recent publication by Jean Van Duzen, James P. Carter, John Secondi and Charles Federspiel, in the American Journal of Clinical Nutrition, they defined kwashiorkor in Navajo children as one of three possibilities, one; children with weight below the third percentile and total serum proteins below 6.0 g/100 ml. two; children with weight below the third percentile and edema, misery, and flaky-point dermatosis, three; children with weight below the third percentile and albumin below 3.5 g/100 ml. Using the second definition of kwashiorkor we have found no such cases in our surveys. We have, however, had three or four such cases, in migrants, referred to the hospital over the past 3 years. We have also had three or four cases from nonmigrant families over the past 3 years.

Seventeen children were found to be below the third percentile for head circumference. This is particularly bothersome as it is known that children of all races have similar patterns of growth and head circumference. The head circumference is also one of the best indications of how the inner brain is growing. Dr. Cravioto's studies, as well as our own, have shown low head circumferences in children who have previously been malnourished. Low head circumferences often also indicate low intellectual attainment. As there were twice as many children in this study with low head circumferences as would be expected, this is a bothersome finding.

The next slide shows a child with impetigo or skin infections. Skin infections were found in 32 of the 300 children. You have seen a slide earlier of hair dyspigmentation and this was found in 21 children. Lip lesions which were also present on an earlier slide were found in 10 children. Nasal discharge was present in 69 children.

It was interesting that when this data was put into the computer the skin infections and nasal discharge were both found to be statistically more frequent in children with low serum vitamin A levels. Vitamin A is a vitamin that is known to be important in maintaining integrity of membranes such as the skin and the linings for the nose and the respiratory tract leading to the lungs. While I would not claim that vitamin A deficiency causes colds, this again points out the relationship between infections and nutrition. It was also interesting that a history of measles was twice as frequent in children with low serum vitamin A levels. Measles is a common killer of children in South America and in many other populations in which malnutrition is prevalent.

The next slide shows hypertrophic tongue papillae, which also correlated statistically with low serum vitamin A levels. The tongue changes may also occur with other vitamin deficiencies but appear to be related to the vitamin A in this study. This same slide shows the severe dental caries as seen in 118 of the 300 children. There were an average of four caries per child in 58% of the children who were four years of age or older. The next slide shows a conjunctival follisulitis which is suggestive of trachoma. We were only able to do slide preparations in five children and in one of these preparations the slide was suggestive of the diagnosis of trachoma. Trachoma is a frequent infection in undernourished populations and although not usually harmful in children may result in visual loss in adults after repeated secondary bacterial infections. It would appear that further studies are indicated to determine whether this is trachoma and the extent of the infection.

I would now like to present some of the laboratory data starting with the hemoglobin values in three of the four studies. It is apparent that not many of the preschool children were anemic. Only 6% of the children in the last two studies have had hemoglobins below 10 grams/100 ml. This may be because the mothers frequently cook in iron pots and also because potatoes and potatoe skins which do include iron are frequently included in the diet.

The next slide demonstrates the major vitamin deficiency we have found in the migrant children. You can see that approximately two-thirds of the children have low vitamin A levels. Studies done by Dr. George Owen from Ohio State University have found a mean vitamin A level of 33 μg/100 ml in United States preschool children, with 2% of the children having values of 20 μg/100 ml or less. In three studies we have found 33, 20 and 37% of children with values of 20μg or less. I believe the vitamin A deficiency would be the primary nutritional problem in the migrant preschool children.

The next slide shows the vitamin C levels. It is interesting to note that the initial survey done in southern Colorado in the winter showed a high degree of vitamin C deficiency. The preceding studies were done primarily on children from Texas where fruits with vitamin C are readily available and there was no evidence of vitamin C deficiency in the preschool children. Two of the children in that first study had no vitamin C detectable in their blood.

The next slide shows the serum protein values. I think this is another area in which a major problem exists. Approximately 10% of the children are low in serum proteins. Our study as recently as two weeks ago showed a high incidence of physical examination findings suggesting protein deficiency. These are usually children who don't like milk or occasionally children who live in families in which adequate money is not available to purchase milk. We were quite disturbed as recently as two weeks ago when families told us that milk frequently was not available for several months in a row from the commodity food distribution center in their area. I would consider milk the number one staple in the commodity food program because it is so important for the nutrition of infants and I would think that this would be a food that the commodity distribution centers would be careful to never run out of.

Serum folic acid levels were low in 29 children, and may reflect recent intake of folic acid. The levels of folic acid in the red cells were less apt to be low and more likely represent the stores of folic acid.

Cholesterol levels were above two standard deviations of normal in 28 of the 300 children. Studies from Korean victims under 20 years of age showed cholesterol deposits already present in blood levels and it is quite likely that these high levels found in children might be an important form of malnutrition. The etiology again likely involves cultural nutritional habits, related to the use of animal fat in cooking in this population, and might be alleviated by nutrition education.

I would like to make five major points in closing:

1. I think the most critical problem of the migrant population right now is the unavailability of hospital care.

2. The interrelationship of good health and good nutrition must be appreciated and emphasized to a greater extent. An example of the first two points is shown in this slide of a little boy with initials J. G. who had gross marasmus. He was still at birth weight at age 4½ months and was found in our first door-to-door survey lying in bed. He had kept nothing down for 2 days, had bilateral pneumonia, and bilateral ear infections. The family consisted of the child's mother who had four other children and the child's grandmother who also had eight children living in the two bedroom home. The father was away doing migrant labor. We looked in the cupboard and documented that only two cans of milk were available for the thirteen children to last the following three days.

When I attempted to admit this child to a local private hospital I was told by the hospital administrator that the hospital could be half filled with migrants we could never pay anything toward their hospital bill. He was correct and indeed one must sympathize with him as it is his job to see that the hospital breaks even at the end of the year. He said "If we took migrant patients in our hospital we would have our hospital half filled with these patients and we would be severely in debt." The hospital, however, did take the patient for two days under an emergency life or death clause and the child was then discharged. Within a week he was able to get to our state hospital where he was rehabilitated over a two month period. This child had no detectable vitamin C in his blood and was diagnsoed by Dr. Cecily Williams, who happened to be visiting in Colorado at that time, to also have rickets. Although this case is rare it does point out the two points I am trying to make: the unavailability of hospital care for migrants and the interrelationship of nutrition and health.

3. The third point I would like to make is the importance of nutrition education and this will be further emphasized by my colleague Miss Lora Beth Larson. This last slide shows a pigpen with the animals eating away at a large pile of carrots. The carrots were readily available stacked in a big cart next to the pen and are frequently brought home by the fathers after working the fields when picking carrots. Yet carrots are not a culturally accepted food and few of the families reported eating carrots. Yet in this same town over 60% of the children were deficient in vitamin A which is very high in carrots. This was a problem in nutrition education and I believe that with making the families aware that carrots are a good food to eat and important for their children's health, the nutritional status of the children can be improved.

4. The fourth point I would like to make is that programs that are developed for migrants must include the rural poor as well as migrant families. A book written in 1923 entitled "Ill Fares the Land and Migratory Labor in the United States" by Carey McWilliams points out how the Mexican-American migrants were separated from Mexican-Americans who had dropped out of the stream and alienated from their own brethren. If the Federal Government supports programs for the migrant without including the rural poverty population, the Federal Government will continue to separate these two groups. Two weeks ago I had a family tell me they would migrate for the first time next summer so that their teenage daughter who had 20 teeth and 16 cavities could get free dental care in Michigan. The Migrant Health Service has started four rural neighborhood health centers in areas of high migrant population but has allowed these to be utilized by the rural poor as well. One of the four centers has been initiated in Fort Lupton, Colorado and could serve as an important model for many more such centers, which are badly needed.

The CHAIRMAN. We have two additional witnesses. I would like to have them come together. Mrs. Patricia Young, Church Women United and United Presbyterian Women, and Dr. James Carter, assistant professor of nutrition and instructor in pediatrics, Vanderbilt University School of Medicine, Nashville, Tenn.

Sorry we have had to keep you people waiting so long. In view of the time situation, could you hit the highlights of your statements. We will see that the entire prepared text is made part of the record.

STATEMENT OF PATRICIA YOUNG (MRS. JOSEPH H.) CHURCH WOMEN UNITED AND UNITED PRESBYTERIAN WOMEN

Mrs. YOUNG. I will make an effort to cut as I go, but I would really like to cover all my points, if I may.

The CHAIRMAN. Fine.

Mrs. YOUNG. Today I speak to you as a "time and a half" volunteer in the war against hunger who can share first-hand experiences gained in attempting to work with all levels of government.

At the local level I am working with the school lunch committee which is trying to persuade the school district to inaugurate an elementary school lunch program. After nearly a year of work by a broadly-based community committee and the threat of legal action against the district, we still have only a vague promise of the program being instituted before the end of the school year. I also serve on the county nutrition committee, and I helped launch our year-old Meals on Wheels service.

At the State level I was one of several persons who pressed for 4 or [illegible] months to have the Governor call a State follow-up meeting to the White House Conference. It was finally held in July—without the help of State funds, I might add. I served as cochairman. Without success, I have also pushed for the establishment of a citizen advisory committee to help improve our inadequate State school lunch program. This was the priority recommendation of our State meeting. Lack of State funds to pay the expenses for such a blue-ribbon committee is given as the official reason for not appointing such a group.

At the national level, in October of 1968 I was invited to serve on an advisory committee on hunger to the USDA Consumer and Marketing Service. Apparently this ad hoc committee proved to be politically expendable with the November election for we survived to have only two meetings after January 20. I served as chairman of the task force on Voluntary Action by Women at the White House Conference, and I was one of the six persons who met with President Nixon immediately after the close of the conference.

During the last 2 years I have traveled to many parts of the country, speaking at meetings and hunger workshops sponsored by United Presbyterian Women, Church Women United, The National Council of Churches and a coalition of 74 organizations headed by the National Council of Negro Women. The purpose of my participation has been to stimulate local action committees.

I have wirtten a number of articles suggesting ways that volunteers can work against hunger. I have spoken to mayors, school superintendents, Governors, the President and now you. I have listened to the poor and hungry whenever I have had the chance, but I am not here to tell their story. They can tell it like it is without any help.

I am here to tell you how one person, who has attempted to work within the establishment and through the system, sees the picture. I am not hungry, but I am angry and frustrated and not likely to be too diplomatic. Much of my testimony will be critical, and before I begin, I would like to make a few observations in defense of citizen critics.

Some criticism is designed to damage and embarrass. Mine is not. I am not interested in character assassination or career destruction. I am concerned about higher performance ratings for public officials and public programs. It should be possible for citizens to point out failures without being considered "the enemy."

I should add that I was a participant at the U.N. Second World Food Congress held at The Hague the last 2 weeks of June 1970. My concern for world hunger extends from my view of it during a working visit to Africa in 1966. I say to you that kwashiorkor in a San Antonio hospital is no more nor less disturbing than the same condition observed in South Africa. For it to exist in either affluent economy is a disgrace and a sin against humanity.

It is extremely difficult to fight the battle against hunger when you must operate in a climate in which the following things take place:

The official follow-up document of the White House conference responds to the many requests of the conference participants for a White House level advocate for the hungry, saying:

> Placing a unit in the Executive Office at a level immediately under the President may well raise its effectiveness in investing it with a claim on the President's time and attention. But that positioning must be at the expense of his attention to other activities and thus may result in a net loss of overall effectiveness.

Since food for its people is basic to the health of a nation, what other activities can possibly be more important to a President than seeing that hungry citizens are fed:

That same document admits that the distribution of commodities is for the benefit of the producers rather than hungry people—something we have suspected for a long time, but didn't think we would see in print.

A USDA official's answer to a nationwide appeal for public hearings on the proposed school lunch regulations is that public hearings are a "waste of time" with only "one or two persons offering anything constructive," and "besides, we have to be sensitive to local officials' problems"—not, you notice, to hungry kids.

Another highly placed USDA official made certain comments during a field trip only to return to home base in Washington and discover the rug had been pulled out from under him when another official issued contradictory advice to the local district. I might add the first official's information was the correct version of the law, but who is a local superintendent to believe?

A State Governor says that the hungry people in his State—if there are any—can "shoot a deer" for food.

A local mother must write anonymously to a crusading school director:

> I would like to thank you for your part in the dinners. My children are doing better in school and are more playful. Two of them hated to go to school, but now they like to go. We cannot afford to buy their dinners, so please do all you can to continue to keep them in our school. I don't want to sign my name because some of my children's teachers don't like the free dinners.

And unfortunately, it is not an isolated instance when a citizen suggests the way to reduce crime and welfare costs is to castrate the criminals and sterilize all welfare mothers. From some public statements by some lawmakers, one gets the feeling that some officials here in Washington and elsewhere would agree. At the very least the poor are treated as something less than people because they have been reduced to asking for help. It is not a pretty story.

Of course, all the problems are not at the Federal level, but I believe much of the inaction and hostility at the State and local levels can be traced to the lack of leadership, and forthright, clear-cut interpretation of the laws from representatives of the Federal Government.

Before I go further, let me acknowledge the progress that has been made—much of it due to the leadership of this bipartisan committee—an example for which we all give thanks.

We have come a long way in less than 4 years. After the revelation of a number of private and public studies, the American people can no longer plead ignorance of the malady of malnutrition and hunger in our land. Nor could Government deny it indefinitely, and so for the first time ending hunger was made a national goal by the President.

We have begun—though discontinued—a national survey of nutritional health. We have held our first White House conference on the subject. We have improved many of the laws—though one must vigorously protest the regressive steps taken by the last Congress in the "forced labor" work provision in the food stamp bill and the delay in promulgating national eligibility standards.

We have increased the funding and thereby the outreach of the food programs. We have ostensibly begun a Government-wide implementation of at least 70 percent of the recommendations of the 14-month-old conference, including consideration of more regulation and standard-setting in the food industry.

We have held a promised followup meeting, though many of us questioned its value in view of the handicaps under which it labored, particularly the nonsubstantive report of the administration's official version of progress. It is a numbers game that has no reality, played as a surrealistic sideshow off-stage away from the ugly main feature showing people suffering from hunger.

We do have some awareness of, some acceptance of and some action on hunger and malnutrition. The question is the old one of—is the bottle half-full or half-empty? If our national goal set by the President in May 1969 truly is ending hunger and malnutrition in America for all time, is half a job good enough? Particularly since that seems to be where we have stopped.

The administration budget requests for fiscal year 1972 allow for no real expansion of participation in either the food stamp or school lunch programs and contain only a token nod for the school breakfast and supplemental feeding programs. And, after all, the preschool child is the one most harmed by lack of proper nourishment, and most school working hours are spent between breakfast and lunch.

Halfway to the moon would not be considered success, and neither should feeding half our hungry citizens be considered reason for resting on our laurels. We are at "Ceres 13" and some malfunctions must be corrected. Our national honor and prestige are at stake here, too. Our national conscience should be aching.

Let us look at what has not been done.

We have a food program in virtually every county, but are all eligible and needy persons participating—even in Washington, D.C.? Are those that are participating suffering unnecessary inconvenience and indignities that discourage others from submitting and applying? As Bishop Gallagher has said, "The poor also hunger for politeness, courtesy and sincere response to their catastrophic problems."

Are all announced commodities available in all places? Are they fresh and uncontaminated? Is any real official effort being made to inform people about programs or is the system deliberately programed for slow implementation? What is the Citizens Advisory Committee established by Public Law 91–248 doing? As a matter of fact, why did it take almost 9 months to appoint it?

Is the full intent of the law being relayed all along the bureaucratic pipelines, or is the Federal filter being jammed at the very top by directives like the one that went out to all regional offices re the school lunch program: "There are no requirements to force any school into the school lunch program or to force-feed any child, no matter how needy."

This does seem in direct contradiction to Senator McGovern's statement, "All is clear now. Every needy child shall be served a free or reduced price lunch. That is the law."

Has redtape and paperwork been simplified or increased and complexified? How many funds allocated to States are being unused and returned? What about the amazing State policy that provides for a free lunch to all children in a family of four in which four children are attending school?

In spite of the gains in the last 14 months, what about the 8 to 12 million Americans who will still be living with hunger as a daily partner 18 months from now at the end of fiscal year 1972, or the millions of schoolchildren who will still be waiting for the President's Thanksgiving promise to be fulfilled nearly 18 months from now?

The promises made in Washington are becoming dry, tasteless and empty in schools and school districts. Persons working in New Jersey during the past year are not alone in their conviction that we will not achieve fulfillment of the pledge to feed all needy children in school until we have a mandatory compliance date.

I submit it is a negative picture.

A layman comes to wonder if laws are written to serve some partisan plot and not intended to be implemented fully. Private citizens are frequently told when asking a question of an official that it is just too involved for an outsider to understand and interpret. Why should Government programs be that complicated—unless we really don't want them to work for the purpose for which they were written?

Frankly, I sometimes feel the privately prepared, interpretive materials published by various nonprofit groups make our volunteers more knowledgeable than the officials we have to deal with. Can it be because we are more eager to see the programs work and because we would really like to work ourselves out of a job rather than preserve it for perpetuity?

What then remains to be done? Let me first make it quite clear that the food stamp and commodity programs are to be regarded only as interim measures until a total reform of our welfare system with an adequate level to provide a decent and human standard of living has been enacted. As President Nixon said in our meeting with him, persons are quite capable of budgeting their own money and should be given the opportunity by some system that puts cash in the hands of the family to spend in its own way.

Further, let me remind you that I am emphasizing only those programs recommended by the White House conference that deal with the immediate, urgent problem of poverty-related hunger and not the long-range health and nutrition issues.

With those stipulations completely understood, what lies ahead in the immediate future? We need realistic funding commensurate with documented need, amendments to the Federal statutes such as the work provision and the immediate setting of Federal eligibility standards, greatly expanded school breakfast and supplemental feeding programs, and a reactivation of the Shafer-type surveys. With these we will have the basic Federal foundation necessary for winning the war on hunger—if the intent of the legislation is clearly, unequivocably stated at all levels of officialdom.

We should be at a point where local pressure upwards should find a system responsive all the way to the top. As local demand for services builds, it should be felt in Washington where there will be three possible responses: "Wait until the next fiscal year, or we will subdivide the existing funds and reduce the amount available to each participant"—either of which answer could create a rebellion—or "We will appropriate supplemental funds." We are not at that point.

There appears to be no end to bureaucratic delaying tactics and stalling and of protecting other officials from the "prying public." Job security should come from service and not from a bureaucratic alarm system that alerts the public servants that a citizen is just about to breach the fortress.

When an official at one end of the telephone line in Washington reinforces a State or local officials prejudice, inaction and intransigence, it doesn't matter what Federal laws we have on the books. There must be no question about the intent of the laws or the methods of implementation.

Imagine what happens when a volunteer makes her first foray into the school district office or the welfare headquarters as an advocate for the poor and runs into some articulate and overly defensive clerk spouting bureaucratese. She is lost before she starts. Imagine instead the picture if she finds a public servant eager for someone to share the burden of reaching the needy with food and funds?

Let me devote the rest of my testimony to the need to make Government responsive to citizen power and the role of the volunteer and how we can harness this power so we are all in the same ball game, not expanding our talent, energies, and money fighting each other instead of attacking the common enemies of hunger, poverty, and hopelessness.

Professionals who work with children, the aging, poverty or housing, to name a few areas, all stress the need for volunteers. We cannot possibly pay out of taxes the manpower costs of running the many social programs demanded by 20th century living without the private nonprofit dollar and the nonpaid worker.

Somehow we must break through the impenetrable gossamer curtain that divides the citizens of a democracy from the functions of their Government. We must find ways to participate as full partners—

to coordinate public and private efforts. Pioneer America cared for its own. Slowly, but inevitably, this independent stance was replaced by public and private agencies as problems and numbers grew larger and more difficult to handle on a person-to-person basis.

Now in a way we have come full circle. We still need the large institutions, public and private, but we are back to the necessity for all citizens to step in and carry part of the load. It is the only way we can possibly meet the burgeoning needs of society—both for manpower and for the humanizing, personalizing of services.

This, coupled with the overwhelming problems of a deteriorating environment, et cetera, and the economic crunch of technocracy is thrusting us more and more into new roles in society and a fresh need for each other. We may discover a reservoir of concern not polluted with status-quo-itis, but at the present the structure prevents such new power from gathering momentum and moving through the system.

There was tremendous enthusiasm on the part of the vast volunteer army of program multipliers that left the Sheraton Park ballroom on December 5, 1969. The impelling force of their commitment carried 3,000 persons home, ready to become troops in the battle—committed, informed hunger fighters from all walks and stations of life.

But every army needs a commander or at least a base of operations. These "guerrillas" needed a focal point for coordination and exchange of information, an input to keep their activities in high gear and at all times meshed with Government action. Individually and collectively we pressed for such a mechanism, which could have been implemented by the Food and Nutrition, Inc., fund set up for such a purpose. We expected at least minimal staff and services. I am sure all task force leaders accepted their assignment as a sacred obligation and with the understanding that there would be this kind of supportive servicing. I know I did.

The delegation to the President pressed this recommendation. Later a meeting was held in Boston by representatives of the conference and of the USDA and the White House staff to urge this step. Subsequent requests were made again and again. All to no avail. Our hopes were dashed. Apparently we became embarrassing, excess baggage.

It seems to me that hunger is the ideal subject for experimenting—and that is the only way I want to experiment with hungry people—with the new role for volunteers. Ending hunger in the United States should be a simple job. The number of persons who are suffering from the immediate effects of poverty-related hunger and malnutrition is relatively small. Our agricultural industry, without expansion, can supply all the food we need.

We have a transportation and distribution system second to none. We have the machinery to put people and programs together. The cost is minimal when measured against a trillion-dollar GNP.

And yet one President, one Cabinet-level subcommittee, one Congress, one nationwide network of the Federal bureaucracy together have proved unequal to the task. Washington has proved to be a weak giant. For example, we have had a National School Lunch Act since 1946. It has been amended and extended and improved several times, and still we are not reaching all the kids who need the food most. Our Nation's most valuable asset—our children—and an issue with almost universal appeal—hungry children—have not proven sufficient to inspire full implementation.

Why aren't the programs working? The answer seems simple enough: Either we don't want them to work, or we need more people working on them.

There is an uncomfortable amount of evidence that the former is the more honest reply. Evidently there are still people at all levels of government and society who subscribe to the puritan moral ethic that says that those who are hungry and poor choose this path rather than work and that a handups destroys character and creates laziness. Personally, I find myself wondering more about the "lazy" officials running programs, lazy in the sense that they don't seem to work very hard to make the programs serve the people. Or they do work very hard to keep them from working.

The other answer at least gives hope—a way to end hunger and in the process develop a talent pool, trained to work on other national problems like rebuilding our cities, redeeming our environment and renewing our educational system.

I am talking about a whole new philosophy about the use of volunteers in government—not about the traditional role in private community charities and agencies. I am talking about a point of view that does not consider the citizen advocate as an interloper in forbidden territory, but as a vital partner in making the system function the way it was meant to function. I believe it was Mr. Moynihan who left a piece of advice for his countrymen when he returned to the academic world. "What America needs is not simplifiers, but complexifiers—people who understand government and make it work." I am sure he was not speaking only about paid personnel.

If we use the hunger fight as a pilot project, we will have a number of pluses: We will create new coworkers recruited from all economic and age brackets; we will expose all of them to raw need; they will get a guts kind of commitment and understanding; they will discover the need to become politicized, to learn the games politicians play; they will discover where there are allies; and because it is a solvable problem, they will experience success which, in turn, will inspire them to strike out in new ventures.

We must take advantage of the new attitude developing among volunteers. Some are no longer interested in a scatter-shot approach which ends up with all of us spreading ourselves too thin. The serious volunteer seems much more interested in concentrating on a few issues, specializing on a few problems. We must find a new breakthrough methodology for tapping this people power. I think it is an idea whose time has come, but hasn't been tried.

Executive Order 11470, May 28, 1969, prescribed arrangements for the structure and conduct of a national program for voluntary action. The National Center for Voluntary Action, the Office for Voluntary Action and the Citizen Committee are a direct result. To my way of thinking, the practical results of this program are yet to be seen. I would like to suggest several reasons, as I see them, for the breakdown rather than the breakthrough we need.

Officialdom at all levels gives the distinct impression it doesn't want citizens around, especially asking questions, even those for information only. Citizen committees find it exceedingly difficult to get even basic information from officials in school districts, data that would aid them in aiding the district.

Secondly, officials do not back up the lone citizen asking legitimate, albeit embarrassing questions about compliance. As I have said before, it becomes a closed society, with politicians all along the line protecting "their own." None of us can be sure that the answers from upper levels will be the same when given to a citizen and to an official.

In food programs, advisory committees are avoided and regarded as troublemakers. In this atmosphere they sometimes become just that. Volunteers end up spending more time fighting Government bodies than in extending the services.

The USDA handbooks for volunteers have some excellent suggestions, but just try them. You can succeed if you have a tough skin and a rocklike determination to win in spite of all obstacles. Too many potential allies give up in disgust.

The time has come for the President to again highlight ending hunger as a national goal, to claim again the responsibility for ending hunger in America. There must be determined recruiting of volunteers. Ways must be found to glamorize the paraprofession of volunteerism.

Royalty watched the blastoff of Apollo 14. Perhaps Cabinet and congressional wives could lead the way here. The media must be urged to promote volunteerism and rally support for the cause. The White House must support a mechanism within Government that will facilitate volunteers working in tandem with Government.

We must pay more than lipservice to the principle of citizen advisory committees, with a special emphasis on consumers. We must recognize that volunteering costs money. We will reap a fortune in talent and expertise and devotion to duty, but we will need to fund expenses on occasion.

What can these volunteers do? I used to have a talk for women's groups about the mini, the midi, and the maxi level of effort. The terms are almost out of style, and this isn't the time or place for that speech. However, without elaborating, let me suggest a few categories: advertisers and communicators, multipliers and advocates, monitors, certifiers and enforcers, advisers, sensitizers, humanizers and reconcilers, gap-closers, redtape cutters, myth destroyers and even program operators. We must enlist men and women of good will in this crusade in order that our Nation can begin to act for our disadvantaged citizens on a scale commensurate with our resources and in a manner compatible with our Judeo-Christian heritage.

In closing, let me quote a school director in Pennsylvania:

> I do intend to fight with whatever is available to see that hungry children are fed. I can't understand, however, why this is such an uphill battle. We should be able to say, "look, gentlemen, we have hungry children in our midst. Let's feed them." The response should be, "very well, Charlie, we will." I find it is not that simple.

It must be that simple. The real question is do we want it to work? If we can't feed our people, what can we do?

Senator HART (presiding). I am sure that all who have heard your statement will share with me the feeling that you have expressed dramatically, the very simple question that troubles everyone. If we can't make the system work in achieving this objective, can we make it work in the country as a whole?

Thank you, Mrs. Young.

Senator HART. Dr. Carter.

STATEMENT OF JAMES CARTER, ASSISTANT PROFESSOR OF NUTRITION AND ASSISTANT PROFESSOR OF PEDIATRICS, VANDERBILT UNIVERSITY SCHOOL OF MEDICINE, NASHVILLE, TENN.

Dr. CARTER. I have already submitted copies of the two previous statements I have made within the past few weeks concerning the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health. I will be glad to answer any questions about the two previous statements and about the national nutrition survey.

I would like to read, however, parts of the statement that I have prepared for today.

First of all, most of my comments will concern the question of surveillance and evaluation of the state of nutrition of the American people. I believe it is doubtful that continuing surveillance as it is presently planned in the health and nutrition examination survey will have any direct benefits on health or the state of nutrition of the American people.

The Hanes survey, as it is planned, will not render any significant nutritional and health services and it is doubtful that the information obtained will tell us anything we don't already know or will bring us any closer to the eradication of hunger and malnutrition from this land for all time.

It is my opinion, and it was the consensus of my fellow panel members and participants in the White House Conference, that future surveys should serve a dual purpose. They should not only gather information, but that information should immediately be translated into action to improve nutrition and health services and food programs.

Furthermore, the surveys and examinations should be incorporated into existing health services and nutrition programs and further extend the delivery of those services to people who are not now receiving them.

I fail to understand how $2 million can be appropriated for a national probability survey when only a few weeks ago I received a phone call from someone in the Department of Agriculture asking us for the results of our independent evaluation of the supplemental food program, which cost us a few hundred dollars.

The Department of Agriculture, the CDC, and the maternal and child health program of HEW should be evaluating their own programs and money should be spent on a survey of the average American only after these important things are done first.

The basic problem gets back to one of priorities. It is apparent that in spite of our recommendations priority has been given to the kinds of studies which provide interesting data for the health professionals, but do not bring any benefits to the participants or the people examined. For this reason I think serious thought should be given to the possibility of paying individuals for participation in these surveys.

I would like to point out the fact that the nutrition program which is now a part of the Center for Disease Control does have 22 demonstration projects, which are more in keeping with the recommendations of panel 1, section I, that future surveys be incorporated into existing health care delivery systems and food programs.

The major shortcoming of these demonstration projects is a shortcoming of many U.S. granting agencies and that is the refusal to give money directly to community groups so there will be meaningful community participation and community control. This also applies to the outreach efforts of the various food programs.

The success of the emergency food and medical services program, which is about to be discontinued, can be attributed to community involvement and control. People in various agencies have made the assumption that the best way to help low-income groups is to give funds to established and "reputable" institutions which, in turn, will render service to the poor.

I would suggest that this may be in error. Who says that the best way for the Department of Agriculture to work with the poor is to give money to a land-grant college or for the CDC to reach the poor is by giving money to the State health departments. I maintain these kinds of grants which Congressmen like to take credit for may be just the way not to help the poor.

Furthermore, when granting agencies start to do favors for friends, competence and expertise often take a back seat to what is politically expedient, traditional, and easy to control. We will never get answers to specific problems of food delivery if we keep on doing the same old things in the same old way.

The nutrition aide program of the Department of Agriculture is more in keeping with the recommendations of panel 1, section I, of the White House Conference on Food, Nutrition, and Health on community participation.

There are various reasons for conducting surveys and I think the key ones are as follows:

1. The survey should be designed to detect and alleviate hunger and malnutrition wherever it is found.

2. Its aim should be to improve the quality of nutrition services and food programs and extend them to all people who need them.

3. It should enhance the delivery of nutrition and health services. This should be one of the goals of conducting the survey in the first place. This means that health and nutrition services will have to be established in areas where they do not now exist.

4. Another purpose of these kinds of examinations should be to promote community involvement to help people help themselves in their efforts to obtain adequate diets.

At the present time I do not believe it is possible to separate the nutritional and health aspects of conducting surveys from major nutrition policy decisions which affect food programs, family assistance programs and the like. Nutrition policy at the present time is being set by the nutrition subgroup of the Domestic Affairs Council. That council does not have a single member who is a nutritionist or health professional.

It may not be necessary to create the position of a nutrition czar in the Executive Office, but someone has to be in charge and at the present time it is difficult to determine who is in charge. There is no real effort to coordinate food programs and the health programs. It was proposed by the American Institute of Nutrition that a Council of Nutrition Advisers be set up in the Executive Office. This was rejected by the White House as making too much of a claim on the President's time.

The administration has created a position in HEW, the position of special assistant in nutrition to the Assistant Secretary for Health and Medical Affairs, but this position appears to be a public relations post. It does not carry with it the necessary authority to bring about the desired coordination of food, nutrition, and health programs.

I don't think anything can be done about this problem until there are fundamental administrative changes either in the Executive Office or in the proposed Department of Human Resources.

The administrative changes are necessary if we are to coordinate our efforts to find out who is malnourished with the programs designed to correct the situation.

The CHAIRMAN (presiding). Thank you very much, Dr. Carter and Mrs. Young.

Mrs. Young, I wanted to ask you one question. You stressed the importance of citizen volunteers in strengthening our food assistance program. Do you have any specific thought with reference to any legislative action that might be needed to strengthen the volunteer program?

Mrs. YOUNG. I can't see any legislative action. I think what I was talking about was the tone and the philosophy that begins at the White House and goes straight through the administrative levels all the way to the local situation, because as a volunteer you really are treated as though you don't belong there. With that attitude and with more doors being closed than are opened, you just can't work with the program unless you find an unusually sympathetic administrator.

The CHAIRMAN. Thank you.

(Prepared statement of Dr. Carter follows:)

PREPARED STATEMENT OF JAMES P. CARTER, M.D., M.S., DR. P.H., VANDERBILT UNIVERSITY, NASHVILLE, TENN.

I have already submitted copies of the two previous statements I have made within the past few weeks concerning the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health. These comments and those I will make today concern the recommendations on surveillance and evaluation of the state of nutrition of the American people.

First of all, it is doubtful that continuing surveillance as it is presently planned in the Health and Nutrition Examination Survey will have any direct benefits on health or the state of nutrition of the American people. It will not render any significant nutritional and health services, and it is doubtful if the information obtained will tell us anything we don't already know, or will bring us any closer to the eradication of hunger and malnutrition from this land for all time.

It is my opinion and it was the consensus of my fellow panel members and participants in the White House Conference that future surveys should serve a dual purpose. They should not only gather information but that information should immediately be translated into action to improve nutrition and health services and food programs. Furthermore, surveys should be incorporated into existing health services and nutrition programs and further extend the delivery of those services to people who are not now receiving them.

I fail to understand how 2 million dollars can be spent on the HANES Survey and only a few weeks ago, I received a phone call from someone in the Department of Agriculture asking us for the results of our independent evaluation of the Supplemental Food Program which costs us a few hundred dollars. They should be evaluating their own programs. They should spend that money for a survey of the "average American" only after the important things are done first. They know they are wrong and that this is just another way of bringing in funds to the National Center for Health Statistics.

The basic problem gets back to one of priorities. It is apparent that in spite of our recommendations, priority has been given to the kinds of surveys which will provide interesting data for the health professionals but will not bring any benefits to the participants or the people examined. For these reasons, I think serious thought should be given to the possibility of paying individuals for participation in these surveys.

I would like to point out that the twenty-two demonstration projects which have been started by the Nutrition Program of the Center for Disease Control are more in keeping with the recommendations we made for the incorporation of surveillance and evaluation into existing health care delivery systems and food programs. Their major shortcoming, however, is the shortcoming of many U.S. Government Granting Agencies, that is, the refusal to give money directly to community groups so there will be meaningful community participation and community control. This also applies to the outreach efforts of many of the food programs. The success of the Emergency Food and Medical Services Program can be attributed to community involvement and control.

Who says that the best way for the U.S.D.A. to work with the poor is to give money to a land grant college, or for the CDC to reach the poor is by giving money to State Health Departments? I maintain that these kinds of grants, which congressmen like to take credit for, may be just the way not to help the poor. Furthermore, when granting agencies start to do "favors for friends", competence and expertise often take a back seat to what is politically expedient, traditional, and easy to control. We will never get answers or solve problems of food delivery if we keep on doing the same old things in the same old way.

The Nutrition Aide Program of the Department of Agriculture is in keeping with the recommendations of panel 1, Section I, on community involvement and community participation.

After all, the reasons for conducting surveillance and evaluation of the State of nutrition of the American people should be:

(1) To detect and alleviate hunger and malnutrition wherever it is found.

(2) To improve the quality of nutrition services and food programs and to extend them to all people who need them.

(3) To extend the delivery of nutrition and health services by conducting surveys and *at the same time* establishing remedial programs in areas where they do not exist.

(4) To help people to help themselves in their efforts to obtain food of sufficient quantity and quality to realize the best prospects for physical and mental health and development and social well being.

In order to achieve these objectives the federal and state administrative structure of monitoring organizations will have to be modified.

In the first place, it is impossible to separate the nutritional and health aspects of surveillance and monitoring from nutrition policy decisions which affect food programs, family assistance programs, and the like. Nutritionists and health professionals should be in on the major policy decisions which are currently being made by the Nutrition Sub-group of the Domestic Affairs Council. (At the present time, this particular sub-group does not have a single nutritionist or health professional on its staff.) A real effort should be made to coordinate the surveillance and evaluation activities of the various agencies as well as their remedial or food program efforts. It may not be necessary to create the position of a Nutrition Czar in the Executive Office, but someone has to be in charge, and that someone should be concerned about nutrition and health and levels of living and should coordinate surveillance and monitoring activities with food programs in USDA and HEW which are designed to eradicate hunger and malnutrition. At the present time, such coordination does not exist. It actually is difficult to determine who is in charge of nutrition programs. Who is responsible for determining nutrition policy? It has been proposed by the American Institute of Nutrition that a Council of Nutrition Advisors be set up in the Executive Office. This was rejected by the White House as making too much of a claim on the President's time.

The creation of a Special Assistant in Nutrition to the Assistant Secretary for Health and Medical Affairs in HEW appears to be serving as a public relations post (for the administration). It does not carry with it the authority necessary to bring about the desired coordination of nutrition, health and food programs.

Until we have the necessary administrative changes at the Executive level or in the proposed Department of Human Resources, it will not be possible to develop an effective surveillance and monitoring system which will do things for and with people instead of doing things to people, and it will not be possible to develop a coordinated nutrition policy aimed at improving the quality of life of all of our citizens.

I sincerely express the hope that this Committee and the other members of Congress will make an effort to bring about the administrative changes needed to encourage the development of a national nutrition policy and to coordinate food, nutrition, and health programs as was intended in the original title of the White House Conference.

The CHAIRMAN. Senator Hart, do you have some questions?

Senator HART. I wish we had the answer to Mrs. Young's question.

Mrs. YOUNG. It seems to me one answer could be what I was pressing for the whole time. Let us give the same answers wherever they are given and whenever they asked and let us not put out ridiculous memos like the one that went out on the recent school lunch program. You have a law that says you are supposed to take care of needy children, you have a department that is supposed to administer it, you have an administrator that sends that contradictory memo out to the regional people.

The law does really say do it. Now I know that when I met with President Nixon, I was convinced of his commitment to this issue, and I anticipated that that kind of direction and leadership would be felt. When we want to get to the moon, somehow it goes across all disciplines, across all areas of government, in private life and business, and we succeed in achieving our goal. I think we can do it on this.

As a Republican, I would like to believe that the reason that this commitment that I felt on the part of the President has not reached down is because he has advisers who do not serve his cause very well in the White House, or they would not be issuing directives like they did in the White House conference report, saying in effect "We don't want anybody close to him talking about this issue because we have something that means more to us than hunger."

I do think that the kind of moral leadership that I am calling for can be translated into action all the way through the system. I believe it. I don't think we have it.

Senator HART. I am always reminded when you make that comparison of getting to the moon, and it is true, that we had an enemy that wanted to get there ahead of us. One of the motives to get to the moon and that the Russians might get there. If we can just find a Russian that doesn't want the children fed, maybe we can get the children fed.

Mrs. YOUNG. Well, we do seem to have a very difficult time ending the war in Vietnam and a more difficult time starting the war on hunger.

Those pictures today, if that is not an enemy, what other enemy are you looking for unless you are inhuman?

The CHAIRMAN. Senator Schweiker.

Senator SCHWEIKER. Thank you very much, Mr. Chairman.

First, I would like to commend Mrs. Young. She is one of my favorite constituents. She has led a very outstanding fight against hunger on all levels of government, both local, State, and National. I particularly am impressed by her work to bring volunteers into the system. I think this is an excellent approach.

I just wish that our own Government would be a little more responsive in accepting it since they do have an agency for volunteerism, which would be a natural to start it. So I commend you, Mrs. Young, for your leadership.

I have a couple questions I would like to ask. When you talk about priority programs for early action on page 7, you indicate, properly so, that the preschool child is the one most harmed by lack of proper nutrition. I wonder if you have any suggestions as to how we can best go to that particular problem of the preschool child.

Mrs. YOUNG. That was already brought out forcibly this morning in terms of the supplemental food program. We have it in Headstart and Follow-Through. There is a gap there. Of course, an improved family feeding program reaches the child.

Senator SCHWEIKER. And also you talked about realistic funding on page 10 to support the obvious needs. I just wondered if you had any estimate or idea of what you would call "realistic funding" and what we might need to do the job.

Mrs. YOUNG. I am not in the Bureau of the Budget dealing with these specific items. You know they do put out some very good standards of living that we are not approaching by our food program.

The administration requests keep the funding for food stamps approximately the same. We are feeding now 13 million people. We have something like 25 or 26 million people estimated. So obviously that is a kind of doubling. In the school lunch the administration request is for more than we had, which is 6.6 million, and depending on which person in the Government you believe to find out how many more children there are. I have estimates going all the way to 14 million, but the administration itself says there are something between 7.4 and 7.8 million children in schools with school lunch programs. We have a great number of schools with no feeding programs.

Obviously we can't reach the needy in these schools. So, there are someplace between 9 million and 14 million children to be reached. That can be more than a doubling of the school lunch budget.

Senator SCHWEIKER. Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you, Mrs. Young and Dr. Carter. We appreciate your testimony here today.

I am sorry we don't have more time to go into the interrogation, but we do want to thank both of you people for being with us today.

Mrs. YOUNG. Thank you for asking us.

(Whereupon, at 12:55 p.m. the committee recessed, to reconvene at 10 a.m. of the following day, Wednesday, February 24, 1971.)

APPENDIX

CITIZENS BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION

(Dupont-Plaza Hotel, Washington, D.C., February 15, 1971)

PROCEEDINGS

Mr. **KRAMER.** Welcome to the first meeting of the Citizens Board of Inquiry into hunger and malnutrition in the United States, since April 22, 1968. The first part of the program will be a recital of a decade of governmental commitments and hunger entitled, "We Recall These Promises". The promises of the Presidents and the cabinet members for the past ten years will be read by Maria Roman Peterson, a medical student at Howard University and Mr. Henry Lopez of the Chicano Media Council.

Mr. **LOPEZ.** The Citizens Board of Inquiry into Hunger and Malnutrition, Dupont-Plaza Hotel, Washington, D.C., February 15, 1971. "We Recall These Promises, An Historic Perspective of Hunger and Malnutrition, 1960–1970."

Over a decade ago, on February 2, 1961, newly elected President John F. Kennedy, sent a special message to Congress:

"We are committed to expanding the variety and quality of surplus food distributed to persons who, in a nation of unparalleled agricultural bounty, lack adequate diets.

"The first Executive Order issued in this Administration was to take immediate steps to expand and improve the government program of distributing surplus food to needy families.

"Further, it is my hope that the pilot Food Stamp program, while providing additional nutrition to those now in need, will pave the way for substantial improvement in our present method of distributing surplus food.

"I have asked the Secretary of Agriculture to make recommendations to improve and strengthen our School Lunch program, to make the best possible nutrition available to every school child regardless of the economic conditions of his family or local school district."

Miss **PETERSON.** On September 27, 1962, John F. Kennedy, returning to West Virginia, at Wheeling, said:

"I am proud that the first thing I did on a Saturday morning after assuming the responsibility of President of the United States was to sit down at my desk and sign an Executive Order doubling the amount of surplus food that could be distributed to the needy people of this State and other States. But the job has only begun."

Mr. **LOPEZ.** On March 6, 1963, President Kennedy, replying to newsmen's question regarding Republican wishes to cut the presidential budget, replied:

"It has been suggested that we cut school lunches, that we cut aid to dependent children. I want to see these in more detail. I think we have been generalized enough. Are you going to cut these kinds of programs which are essential to a better life for our people? Are we going to make a determination that we are going to be permanently second-best in space."

Miss **PETERSON.** On June 1963, Secretary of Agriculture Orville Freeman, testifying before the House Agriculture Committee, noted·

"We also recognize that life does not treat all men alike when it comes to meeting basic needs, and thus the real questions is not only what can be done to provide jobs but also whether we possess the humanity to abolish hunger when we have the means.

Mr. **LOPEZ.** On April 16, 1964, Lyndon Baines Johnson now was president. At a news conference, he responded:

"I think it is as important that we pass the Food Stamp Plan in the Senate as the Civil Rights Bill. We passed it in the House by a good vote the other day. It is very important, not only to the consumers of this country, but to the business people of this country."

Miss Peterson. August 31, 1964, President Johnson signed the Food Stamp Act and stated:

"I believe the Food Stamp Act weds the best of the humanitarian instinct of the American people with the best of the free enterprise system."

Mr. Lopez. March 1, 1966, President Johnson sent a Special Message to the Congress on Domestic Health Education:

"No child in an affluent America should be without an adequate diet. The new program, the Child Nutrition Act of 1966, will move us far forward toward that goal. But it will not do the job alone. I am directing the Secretary of Health, Education, and Welfare, in cooperation with the Secretary of Agriculture, and the Director of the Office of Economic Opportunity, to examine means by which the benefits of sound nutrition can be extended to every child who needs our help."

Miss Peterson. October 5, 1966, Secretary of Agriculture Freeman, five full years ago this coming fall, celebrated the 20th year of school lunches by stating:

"America has come a long way toward closing the child nutrition gap in the last 20 years. We pledge today that we will do everything in our power to close that gap fully in the next five years. We have the experience of a full generation of school lunch workers in back of us, and we have new and powerful tools to thrust us forward.

"That is why we can say that five years is not an audacious target date by which almost every child in school in the United States can have the opportunity to be well-nourished. And that is why we can have the optimism to believe that target will be reached."

Mr. Lopez. September 27, 1967. By now the Food Stamp Act needed to be extended. President Johnson, in signing such a bill, said: I think we all share the common view that we want no American in this country to ever go hungry. We believe that we have the knowledge, the compassion and the resources to banish hunger and to do away with malnutrition if we will only apply those resources and those energies. Poverty's cruelest wound is hunger. The Act that we will sign today, I think, will do some little something to relieve some of that hunger. This will help our poor. This will help our farmers. And even this is a bi-partisan group, I hope it will help our Congress."

Miss Peterson. June 12, 1968, Secretary Freeman, again before the House Committee on Agriculture, drove in the points.

"The ultimate goal of the poverty commitment must be that no American regardless of race, creed, color or material possessions, should go hungry or suffer from severe malnutrition. It is also clear that we cannot develop, fund or place into nationwide operation that Food Stamp goal this fiscal year. But we must see that the momentum that we have built up continues and, in fact, that we accelerate the pace during the next fiscal year."

Mr. Lopez. Then on January 8, 1969, almost after a decade of promises, Secretary Freeman testified before the Senate Select Committee on Nutrition and Human Needs, saying:

"Thus, we have or are about to have in place all of the elements of a program to end hunger and malnutrition. We have more than enough food. We have a delivery system that, with minor modifications, we will soon be able to reach every person in need. We have a national consensus that hunger and malnutrition must be eliminated. We have a growing body of citizenry dedicated personally to that objective. The question that remains is whether we will dedicate the resources, money and manpower, which this task requires."

Miss Peterson. January 15, 1969, President Johnson, presenting his last budget message to Congress, said:

"No American school child should have to suffer for lack of food because his family cannot afford the price. In 1964 our food assistance for children reached only 1.6 million of the then 9.4 million school-age children from poor families. Under the proposal in this budget, by the end of 1970, we will have the capacity to help meet the dietary needs of all the poor children in school. A nation cannot be satisfied until no man, woman or child in it is hungry or undernourished because of poverty."

Mr. Lopez. And then on January 17, 1969, President Johnson said, at his final press conference:

"I think it is tragic that we live in a world where every person doesn't have all the food they need. And there are many people in this country who don't have it. We are trying to face up to some of it. We have greatly extended it through the Food Stamp plan, through Public Law 480. But we have not scratched the surface. We have not done enough. We are still in the horse-and-buggy days, and it is not Christian. It is almost criminal to have the capacity to produce what we have and not know any more about how to distribute it and get it to the people who need it.

"I think we are going to be held accountable, and we ought to face up to that problem. It is one of the big problems for this Administration. It is a problem I did not solve. I think we have made some progress, some headway, but we have not found the answers."

Miss **Peterson**. On February 4, 1969, President Nixon spoke in the auditorium of the Department of Health, Education, and Welfare:

"I am reminded of the fact that in this country you have to go back only six months to find that there was a time when most people assumed that the nutrition problem was not a significant one in the United States. And then came along, not incidentally, a government report, but a CBS television report on the problem of hunger. And now the whole nation is concerned about it.

"What we have to do now is find what the answer is, why these problems of nutrition are ones that have not been adequately dealt with, and what new approaches are needed. Because what we recognize here is that we have the ironical situation where our problem is not only the supply but the distribution, where we can provide all of the nutritional needs to all the people in this country, and, far more from what we can produce in this country."

Mr. **Lopez**. Earlier, in the same remarks, the President had given HEW this call to action:

"I realize that what we need here is that kind of creative new thought that can only come from a clash of ideas, from discussion, from experiment. We want that from this Department. That is the only way we are going to get the problem that we will then fund which will provide for progress in these fields that all of us so very desperately want."

Miss **Peterson**. May 6, 1969, President Richard Nixon, announcing his hunger campaign:

"More is at stake here than the health and well being of 16 million American citizens who will be aided by these programs and the current Child Food Assistant Program. Something very like the honor of American democracy is at issue. The moment is at hand to put an end to hunger in America itself for all time. It is a moment to act with vigor; it is a moment to be recalled with pride."

Mr. **Lopez**. On December 2, 1969, President Nixon, almost nine years after President Kennedy's message to Congress, addressed 4,000 people at the White House Conference on Food, Nutrition and Health:

"This meeting marks an historic milestone. What is done is to set the seal of urgency on our national commitment to put an end to hunger and malnutrition due to poverty in America."

Miss **Peterson**. December 24, 1969, Dr. Jean Mayer reported on the President's response to the White House Conference on Food, Nutrition, and Health:

"What the Department of Agriculture is doing right now is really trying to reach all the children possibly by the end of June 1970. I think what is being said here is that the 6.9 million needy children will get a free school lunch program by Thanksgiving 1970, and that it will cost what it will cost."

Mr. **Lopez**. These then are the promises we recall. (Applause.)

Chairman. Thank you very much.

That—as you listen to that you feel that we are in an era of government by promise, promises for the people.

As John Kramer said, this is the first meeting of this board since April 1968, and that was deliberate. When this Citizens Board was convened in 1967, we never intended to be a permanent body. We intended to try to bring the problem to the attention of the public and then to step aside. We did that. It seemed appropriate, however, at this time that we reconvene for at least one day of assessment of where we had come; where one must still go, where this country must still go.

We have a fairly crowded agenda for the day, and I think we need to move at it briskly and quickly. I think that what we just heard in this recounting of promises is a convincing demonstration that this country moves slowly, ponderously, inadequately to deal with its basic human problems.

The groups here today are not the entire Board that we worked with, worked—all of us worked together 3, 4 years ago, but such as could make it here today.

I want to introduce the people up here.

Down at the far end is our invaluable friend, John Kramer, the executive director of the National Council on Hunger and Malnutrition and he and Mr. Robert Choate have been the staff people who have largely been responsible for putting this meeting together.

The others up here—all members of this board—beginning with Mrs. Faye Bennett, long-time executive director of the National Sharecroppers. And I believe now, Faye, your title is—

Mrs. Bennett. Director of Development.

Chairman. Director of Development of the Sharecroppers, one of the valiant workers for the poor and the landed poor in this country.

Next to her is Dr. James Carter, nutritionist, pediatrician at the Medical School of Vanderbilt University.

Next is Dr. Raymond Wheeler, physician from Charlotte, N. Carolina; and president of the Southern Regional Council.

The gentleman on my right is Mr. Milton Ogle, formerly the executive director of the Appalachian Volunteers and now the director of the education and training project of the Appalachian Research and Defense Fund out of Charleston, West Virginia.

At my left is Mr. Phillip Sorenson, one-time lieutenant-governor of Nebraska and now the director of the Agri-Business Accountability Project of the Project for Corporate Responsibility.

There is Dr. Vivian Henderson, president of Clark College in Atlanta, Ga.

Next to him is Mr. George Esser, formerly the executive director of the North Carolina Fund and now program officer of the Ford Foundation.

And at the far end of the table, Monsignor Lawrence Cochran, secretary of the National Council of Catholic Charities.

I am Leslie Dunbar of the Field Foundation.

I want to say one brief word about the purposes of—what this meeting may achieve and that we would like for it to achieve.

In the first place, we thought it would be worthwhile at this time to assess where we have come during the last 3 to 4 years of national attention to the problem of hunger and welfare. This past Congress passed a new National School Lunch Act and it passed also a New Food Stamp Act.

There have been also during the past 3 or 4 years, a good many administrative developments, and a great deal of added appropriations. We will talk about that as we go along.

But to assess where the country has come is one of the purposes of our meeting today. But a second purpose is to hear reports from one of the localities as to actual change—actual change at the place where change, after all, if it is to be at all meaningful, must occur.

Thirdly, we wish at this meeting, to affirm problems of hunger in this country, problems of food are simply part of larger problems of welfare, of poverty. And we ought to affirm that these problems—that the movement to solve these problems will go on and does go on.

Those are—let's see, the three intentions we had in calling this meeting today.

We want to hear now two reports from two of the participants at the recent follow-up White House Conference on Food, Nutrition, and Health. This conference was held in Williamsburg, Virginia and two of the persons who were there are here today, Dr. Michael Latham, Cornell University, and Dr. James Carter, up here at the table.

John, who is going to speak first?

Voice. Dr. Latham.

Mr. Dunbar. (Continuing). Dr. Latham.

REMARKS BY DR. MICHAEL LATHAM

Dr. Latham. Mr. Chairman, ladies and gentleman.

Most of us who attended the first White House Conference on Food, Nutrition, and Health are gratified that considerable progress has been made to reduce hunger and malnutrition associated with poverty in America.

The President and the Congress deserve praise for these achievements.

I was one of a rather few invited to attend the followup conference held in Williamsburg, Virginia on February 5th, 1971, just ten days ago.

In my frustration there, I called it a Whitewash Conference rather than a White House Conference. [Laughter and applause]

That is what I think it was intended to be. Since May, 1969, the number of persons in the Family Food Assistance Program has increased from 6.8 to something like 13.2 million. During the same period the number receiving free or reduced-price lunches has risen from 3.8 to just over 6 million children. This is rather a proud record for this Administration. Congress too, I think, must be commended for having passed the legislation which has allowed the Government to move ahead with these programs.

However, although progress has been made in these two areas, both Secretary Richardson and Secretary Hardin in Williamsburg pointed out that much still remains to be done.

Secretary Hardin who brought a personal message from President Nixon to Williamsburg, once again stated the President's goal which is "to banish hunger from this land for all time".

You at this meeting today have just heard the very eloquent words from several former Presidents and Administration officials. But you realize that hungry people cannot eat promises. Does this Government really intend, this time around, to honor its pledge. It makes me both sad and angry to inform you that already we have the evidence to suggest that this Administration, too, intends to renege on its promises.

I base this statement on the fact that the budget for fiscal year 1972 presented just a very few days before the White House conference in Williamsburg, does not provide the funds to close the gap between those currently enrolled in the food program and those who, under the law, are or are potentially eligible to participate. There are perhaps 22 or 25 million Americans living below the poverty line. One might expect there are 20 million individuals who might benefit from the Food Stamp Program and yet sums are provided for perhaps 12 million or fewer people.

Similarly, the total number of persons in the country potentially eligible for food and reduced-price school lunches is probably 75 per cent more than now being reached. But the budget does not provide the funds to stretch the program to reach these needy children.

There seems to me to be a serious gap between the rhetoric and the hard economic facts.

For the Williamsburg Conference, the Government had produced a tome which included responses to most of the recommendations made at the White House Conference.

For our benefit this effort had been made and we found many of the responses grossly inadequate.

A large number of recommendations were addressed with the statement that legislation or funding did not allow acceptance.

In these cases, we would have liked the Government to have responded by accepting the views expressed in the recommendations and then to have stated that the Executive Branch would draft the necessary legislation, press for its passage, and see that it was adequately funded.

Those in my particular panel, and in several others at Williamsburg, still maintain that the first priority in the goal to end hunger and malnutrition should be the assurance of an adequate income to allow a decent and helpful life with dignity for all Americans.

In this belief I support the President's and/or Pat Moynihan's Family Assistance Plan which is designed to provide a floor under the income of All Americans. However, the floor has been set so low—$1,600 for a family of four—is in the basement, and it may serve to perpetuate, not to solve the problems of malnutrition.

In describing the progress with the Food Program, Secretary Hardin stated that never before in the history of mankind has a nation committed itself to cope with hunger and malnutrition on such a vast and unprecedented scale.

I am not certain that this is something about which Americans can be proud, except in relation to their immediate past. I think I am right in saying that none of the 15 countries, all industrialized nations, that have better infant mortality rates than the United States—none of these countries have any programs like the U.S. Food Stamp program; most of them do not need to do so, for they have taken care of the needs of their poor with what seem to be relatively adequate welfare programs.

We were pleased that President Nixon proposes to transfer the Food Stamp program from the Department of Agriculture to the Department of Health, Education, and Welfare. I and others advocated this when Senator McGovern's committee on Nutrition and Human Needs had its first hearing in December 1968. It was, however, alarming to see the Government's response to our recommendation concerning the shift of the Food Commodity and School Lunch Program to HEW. For the first time, the Government in black and white stated, and I quote: "That these commodity programs are of a different kind." And that "these commodity programs are to balance the agricultural economy and that they serve a different constituency than that concerned with health and nutrition."

It is shocking to me that these nutrition programs are still considered by this government as having a primary goal of helping the farmer rather than assisting the malnourished child and the hungry poor.

Mr. DUNBAR. Dr. Latham, could I ask you that plan to shift the food programs to HEW, is that part of the President's total—plan for total reorganization?

Dr. LATHAM. We were told that the Food Stamp program would be shifted to HEW and that when the program reorganization went through and there was a Department of Human Resources then these other programs would be under it. But there was, of course, no indication and we don't know how long this will take and it seems that these programs are now going to be separated and that the Food Stamp program will shift to HEW and the other two programs will remain in Agriculture. And what was particularly shocking, I think, was these programs are still apparently conceived to be to help the producer rather than the consumer of food.

Mr. KRAMER. That is right. What I am wondering is, whether the transfer of the Food Stamp Program itself is not dependent upon the passage of the whole reorganization plan.

Dr. LATHAM. That has not been made clear but it was apparently announced this would happen before the Reorganization plan was announced. I don't know when it was intended this would take place and this wasn't stated to us that well in advance.

Mr. KRAMER. Thank you.

Dr. LATHAM. I very much believe that improvements in USDA despite these improvements and this attitude to food programs and there is still a conflict of interest in having the same agency disposing of agriculture surpluses and in feeding our children and in feeding the poor.

Some new legislation which allows an expansion of the Food Stamp program was an important and welcome milestone. Due mainly to congressional roles and executive action, the new bill contains provisions and regulations in the program that in our view will require change.

We do not approve of the work provision, especially in cases where families have children. This provision serves to condemn the children to a life scarred by hunger and malnutrition because of the unwillingness of their parents to fulfill these work requirements.

To allow children to go hungry by denying their parents food stamps is not justified.

I do believe that it should be permissible to use food stamps for the purchase of household items necessary for personal and household hygiene. We recommended too that additional food stamps be provided to those who live in remote areas such as on certain Indian reservations where food costs are high. We think the elderly should be able to use food stamps to purchase meals in restaurants and cafeterias because many of them do not have the facilities, or unable to prepare meals where they live.

A number of us were also concerned with the fact that many programs tend to be mutilated at the interface of federal, and state, and local governments. We must all remember that by no means all the problems result from or can be solved by Washington. Considerable blame lies at the local level.

There was a feeling at this Williamsburg meeting that attention was needed to several areas, and I would like to mention just seven points that seem to come out of it as far as I was concerned.

First, a need for a mechanism for coordination of nutrition activities at a high level within the Government, and we all recognize that this is now lacking.

Two, special attention to many hard-to-reach Americans who for many reasons do not adequately benefit from existing programs. An important example is migrants and seasonal farm workers. These unfortunate people remain largely disenfranchised; they are not covered by unemployment compensation; their wage-bargaining rights are limited; and they often live under appalling conditions almost as chattel farmers who get large federal grants. Yet the migrant worker is subsidizing all of us as consumers.

Thirdly, Government assistance to insure an adequate supply of nutrition and health personnel at all levels in the country.

Fourthly, the consolidation and I've mentioned this, of all food programs in HEW as a step to their inclusion in the newly proposed Department of Human Resources.

Fifthly, the full utilization of various volunteer groups in support of nutrition programs. The volunteer groups felt that not only had they failed to receive support but that their energy was dissipated fighting the Government at all levels, rather than in multiplying the effectiveness of Government efforts to eliminate hunger.

Sixthly, the continuing need to evaluate both the status of nutrition programs and the progress made in implementation of the White House conference recommendations.

Seventh and last, the need to use all possible media to nutritionally educate the American people and to counter—or better control the miseducation that is constantly provided for adults and children alike.

Participants recognized that some sections of the food industry had, since the White House conference, taken steps that were to be praised. But this constituted a very small dent in an enormous problem.

In conclusion, let me say why I described the Williamsburg meeting as a whitewash conference.

In the first place, it is clear that there was a reluctance to call the follow-up conference. This, despite President Nixon's pledge and his remarks about not letting White House conference reports get dusty on government shelves.

The second then is rather obvious: the meeting was held in Williamsburg so it would get minimum publicity and would not easily be invaded by activists.

Thirdly, it was a very restricted meeting and I believe the failure to invite people like Robert Choate and like many of you sitting on the platform, some of whom had played a leading role in the original White House conference was a clear indication of wanting a snow job.

Fourthly, there was an attempt to keep the Williamsburg meeting as closed as possible. The Government organizers opposed having a plenary session; attempted to obstruct one that was held; and did not want panel reports to go to the press.

As far as I know these reports still lie obscured in some Government office.

Lastly, it occurred to me that there was considerable frustration felt on the part of the participants because of the way the meeting had been structured. It was also a shock to feel the anger generated in many of the government staff when even constructive criticisms were made.

We all praised the Government for the progress that had been made and we could sense that we were meant to say this and to say no more.

Finally, I believe that this to be significant that despite the makeup of the Williamsburg conference consisting of mainly of established academics and leaders in the food industry all of whom had been picked as chairman of the original conference there still was reasonable unanimity among those from the universities, from the food companies, and from the social action groups concerning the seriousness of the problems that remain and recommending greatly increased action at all levels if we are really to alleviate the problems of hunger and malnutrition due to hunger in this most wealthy nation.

Thank you, Mr. Chairman. [Applause.]

The CHAIRMAN. Thank you very much, Dr. Lathan.

Dr. LATHAN. I understand that the follow-up conference will issue a report of its own. Is that correct?

Dr. LATHAN. Well, I am not sure. We broke there into six different groups and were each asked to produce a report with regard to the panels that we were representing. Who produced these reports which were then handed in when asked about the release of these reports, nobody could give us information about what would happen.

A number of us who stayed on the following day assisted Dr. Mayer in producing a summary report, kind of synthesizing what had happened there, and I still don't know the status of these and the summary report. But it was evident the press were having difficulty in getting hold of these reports and nothing as far as I know, has been officially released, and I don' know if anything is going to be released.

The CHAIRMAN. I see. Dr. Mayer has told me that a report would be coming out and I——

Dr. LATHAN. I think that probably as far as he knows—because I talked to him 2 or 3 days ago—is summary reports of what went on. Of course, it was very difficult to summarize and synthesize what went on when there was no official plenary session and one couldn't hear what went on in the individual panel meetings.

The CHAIRMAN. Thank you.

Are there any other questions for Dr. Lathan?

Dr. WHEELER. Dr. Lathan, was there any mention at the conference made of the United States Public Health Service nutritional survey which apparently has been suppressed or shelved?

Dr. LATHAN. I am sure that mention was made in that panel that dealt with it. and I think probably Dr. Carter will tell you more about that time because he has had much more to do with it.

Now there was nothing said openly in the speeches made by the two secretaries, Hardin and Richardson, with regard to the release of those survey results

Dr. WHEELER. Dr. Lathan. You mentioned that one of the concerns of some of those who were present, was that there should be special attention to hard-to-reach Americans. Did you find that in that conference that this was not a consideration that was given much attention?

Dr. LATHAM. Well, I think the original White House Conference gave great attention to many excellent recommendations that were aimed at these particular groups. In the panel in which I was represented, we looked into the problems of Indians, of migrant workers, the people of Washington, D.C. who don't yet have a whole lot of freedom of self-government, the people in the Pacific Islands and Alaska and so on, and we came up with many specific recommendations.

Very few of these have been implemented and many of the other panels came up with recommendations. The Government has extended the Food Stamp program and the School Feeding program. But many of the specific programs designed to meet these people really fall between the cracks. Most of these have not been implemented and these people are harder to reach, but I think the effort is needed to try and reach them and I don't see very much evidence of progress to meet the needs of these people.

The CHAIRMAN. Thank you.

Any other questions?

QUESTION. Dr. Latham, I wrote down some words you said which struck me. You had talked about practives in other countries which you said seem to be able to handle these problems a little better than we do. And then if I got your words correctly, you said that our goal ought to be an adequate income to enable every family to lead a decent life.

I just want to say that that is a very good statement, of what a goal ought—of what this country's goal ought to be. It seems to me we heard a lot last year, paricularly about new principles. It was said that if we enacted the Family Assistance program, that we would have established a new principle of welfare administration and of welfare relief in this country.

It always seemed to me that the American tradition of welfare relief and food relief has been a tradition of inadequacy. American programs are traditionally programs which do not do enough and do not do as much even as the Government concedes to be necessary. So that I didn't think there was anything very new in the way of the principle of the Family Assistance program.

That is the only novelty that we might enact in American welfare or food relief would be the principle of adequacy.

The CHAIRMAN. Thank you very much.

We are going to have another statement by Dr. James Carter. Do you want to stay here or go down—why don't you just stay here, Jim?

REMARKS BY DR. JAMES CARTER

Dr. CARTER. The first thing that we should realize is that there is no real commitment to eradicate hunger in this country. There has been and there never will be as long as we have the present leadership. And what did we expect? [Applause.]

What did we expect, the dedication and the compassion of a Martin Luther King or of a John F. Kennedy? The present Administration just doesn't care that much. They will respond only insofar as it is economically within their priorities, and much more importantly, politically feasible. Now at the follow-up meeting at the White House Conference in Williamsburg, I believe that the participants did function as an independent body. And that there was no blanket endorsement of the Administration policies. There was acknowledgement of the increase in funding for the Food Stamp program, but also an awareness that the spending is calculated not to go above a certain level, because there have been essentially no changes in the procedures for certification or improvement in the administrative infrastructure at the state and local level.

There was also acknowledgment of the amendment to the School Lunch Act, and of the fact that more needy children are receiving free and reduced-price lunches. However, the amendment, like the Civil Rights Act, may represent a legal victory which will not be put into practice. [Applause]

Also, there are still several million needy children, needy school children who have to be fed.

There was also criticism by some of the failure to change government priorities and of the lack of moral leadership. The only persons at the follow-up meeting of the White House conference who emphasized the Administration's accomplishment and then lumped together all of the failures by saying "A great deal still remains to be done", was the official representatives Mr. Richardson, the Secretary of Health, Education, and Welfare; and Mr. Hardin, the Secretary of Agriculture.

The food industry, of course, also patted itself on the back.

I feel confident that when the original conference was called, Dr. Mayer and his staff did not assemble a bunch of fools. There are some, however, who may have a different opinion about this. The key participants of the original group have objectively reviewd the implementation of the White House conference recommendations, and have been critical of the failure to do all of the things that remain to be done. This may serve to move the conscience of the Administration if this is indeed possible.

It is most unfortunate that the representatives of the poor were not invited to the follow-up meeting. This was probably because the administrative staff of the conference was concerned about possible demonstrations and wanted to avoid the uneasy feeling which I feel is inevitably present and reflects an underlying class struggle when the poor and professionals participate side by side in a conference of this type. And the White House conference staff have, of course, denied this.

There was a question by Dr. Wheeler in regard to the nutrition survey, the national nutrition survey to document the existence and extent of hunger and malnutrition. There was also another survey conducted by the Children's Bureau. It appears that there has been up until now, a disregard for these data, not only on the part of those responsible for carrying on in terms of conducting new surveys, but on the part of the nutrition subgroup of the Domestic Affairs Council. This is the council that is supposed to be responsible for formulating nutrition policy.

A few examples might illustrate why this is so.

I happen to serve on a committee that is reviewing the results of the national nutrition survey. And if you just look at two states that was extremely well-done because of the competence of the state directors, these would be Texas and Massachusetts. Now a look at the results of the survey would show that when the mean income of Texas, of the families surveyed in Texas, $3,200, is raised to a mean of $7,200 in Massachusetts, nearly all of the clinical and anthrophmetric and biochemical evidences of malnutrition disappear.

Now this should have reenforced the Government's argument for a Family Assistance Plan. However, the arguments would be in favor of a plan which begins at a much higher level than the $1,600 for a family of four.

There is also some surveys conducted by individual groups, biochemical evidences of that malnutrition disappears in schools in San Diego, Texas, and in Louisiana, when school breakfasts and lunch programs are provided.

Now these kinds of data should lend urgency to the enforcement of the National School Lunch Act, or the amendments of the National School Lunch Act. Instead, they are still—they have been put away in boxes waiting for the transfer of the nutrition program—or the move of the nutrition program from HEW to the Center for Disease Control in Atlanta.

Now there are other data that have been gathered around the country by independent groups to evaluate some of the governmental food programs. The U.S. Department of Agriculture supplemental food program: we have evaluated this program in Nashville, and have shown that the food—and this should come as no surprise to anybody—that when you give people food you correct their malnutrition. But these are the kinds of data that are—that could have been used to reenforce and to strengthen the need for certain programs, but so far have not.

The CHAIRMAN. Thank you, Dr. Carter.

If I understood you correctly, you—well, Texas and Massachusetts. You are saying that if you take the same—if you take families with the same kinds of social characteristics, except income, and the family at $3,200 level in Texas is malnurished and the family at the $7,200 level, with the same characteristics, is not malnurished.

Dr. CARTER. That is true. Now there are ethnic differences in the sample selected in Texas when compared to the sample selected in Massachusetts. But basically, that fact is correct.

The CHAIRMAN. So that once again we are proving that poverty and malnutrition go hand in hand, is that——

Dr. CARTER. Exactly.

The CHAIRMAN. Dr. Carter, could you—I am not sure—the National Nutrition Survey was directed by Dr. Schaefer?

Dr. CARTER. That is right. Dr. Schaefer was the director of that program, and at that time it was part of the regional medical program of Health Services and Mental Health Administration.

The CHAIRMAN. As a matter of public interest, I just wonder if you could describe what has happened to that survey.

Dr. CARTER. Well, the entire program was transferred to the Center for Disease Control in Atlanta, and Dr. Schaefer did not go along with the program. I understand that he is now joining the Pan American Health Organization. Now Schaefer was accused of being in political collusion with Senator McGovern in making the hunger a political issue and the Administraton responded accordingly by what you might call a professional execution. [Laughing.]

QUESTION. How much of the survey was completed, do you know?

Dr. CARTER. Ten states were completed, but the results have not been put together primarily because with the transfer many people on Dr. Schaefer's staff sought new jobs and with the move a lot of the data has been packed away. Now hopefully it will be forthcoming, but a preliminary glance does bring out the fact that there is evidence there of a serious public health problem, and I don't think that we—I think that this should be over, the attempt to document the presence and the existence of malnutrition; we should be beyond that stage, but I feel that for many people we are not.

But the—a preliminary review of these data which show that there is evidence there to push for a Family Assistance Plan and for breakfast and a school lunch program.

QUESTION. Surveys of this kind are rather expensive, aren't they? Do you have any idea how much the National Nutrition Survey cost?

Dr. CARTER. I believe that cost somewhere in the neighborhood of $750 to $800,000 a year. The amount of money that is spent is small in comparison to the total amount of money spent on food programs, but the problem is that the recipients of these surveys are not receiving any direct benefits and one of the—I think that many local community groups should take a look at the professionals that come in wanting to do these kinds of surveys and gather this kind of information, and look at the survey from the standpoint of what is in it for us, and to also demand that concomitant health and nutrition services be established at the same time the survey is going on, so that something is left behind.

Also, there is a real problem in terms of participation, community participation in the survey itself. I believe many groups are getting tired of this approach of going in and asking questions and examining people and taking blood and then going away and leaving nothing behind.

QUESTION. Dr. Carter, while the Schaefer survey is packed away in, wherever it is packed away, don't we have another survey going on at present?

Dr. CARTER. The Administration has funded the Health and Nutrition Examination survey which is a national probability survey. This is a survey of the nutritional state of the average American, and—you see the problem with many of these surveys of this type, is that sometimes the people in charge are interested only in gathering the data and information and not in arriving at a solution to the problem or in working together with action programs, to correct the situation.

Now, $2 million is being spent on this National Probability Survey, and that is $2 million that could be spent in some other way, it could be spent in terms of evaluating the kinds of programs that are already in existence and which are suffering at the expense of this kind of survey of the average American. And other people believe that once you get this kind of data coming out there will be a tendency on the part of the Administration to say, "Well, the average American is well fed and to sort of obscure the problem of—in the poverty population.

The Chairman. Any other questions for your colleague, Dr. Carter?

Question. I am just curious. Are you suggesting that Massachusetts has no malnutrition?

Dr. Carter. No, not at all, but——

Question. Oh.

Dr. Carter. ——

Question. I just wanted to be sure many children——

Dr. Carter. Not at all. There were some groups when looked at separately in Massachusetts that had clinical and biochemical evidence of malnutrition, but when you take the state as a whole and compare—lump everybody together and compare them with Texas, or Louisiana for that matter, you see that there is this big difference in income and that many of the problems found in Texas and Louisiana disappear in Massachusetts.

The Chairman. Any other questions?

Thank you very much, Dr. Carter.

We are going to hear now from some people from several states. We have some people here, I understand, from Arkansas, from the District of Columbia,—I am going down this alphabetically—Florida, Kentucky, Pennsylvania, somebody here from South Carolina——

Voice. Yeah, there is.

The Chairman (continuing). and Texas.

I am going to ask the persons to come up one state at a time. So could we hear first from Arkansas?

Thank you, we are very glad to have you here, but I don't have your names. I wonder if you could give us your names and——

Mrs. Robinson. Mrs. Delphenia Robinson from St. Francis County in Arkansas.

Mr. Neal. And I am Arnie Neal from Lee County in Arkansas.

The Chairman. Mr. Neal, could you tell us where St. Francis County——

Mr. Neal. Both counties, gentlemen, are in the east central portion of Arkansas, in the Mississippi Delta area.

The Chairman. These are Delta counties?

Mr. Neal. Yes.

The Chairman. This is a meeting as you know to take a look at where we are in food programs after three years or more of change, and we particularly would like to hear from you and Mrs. Robinson or from one or the other of you about how things are in St. Francis and Lee Counties, Arkansas, because we want to know what the situation is, if we can, at the local level some places at least in the United States.

Do you have a Food Stamp program in St. Francis County?

Mr. Neal. Yes, I believe the Food Stamp program operates in both counties. However, I should mention that both of us are associated with the state-wide committee. Mrs. Robinson serves as a director—she serves on a board of directors for the Arkansas Committee on Food, Nutrition and Health, and I serve as acting chairman of one of its task forces, the Task Force on Health Needs of the Poor.

So that some of the comments that I will make will be relevant to the whole state and Mrs. Robinson's statements will be relevant to more specific instances involving the food stamp programs in the coun—in the state.

The Chairman. Very good. Give us a general overall look, would you Mr. Neal? How are you seeing these programs change in the way they serve the people and serve the needs of the people during the last 2 or 3 years?

Remarks of Mr. Arnie Neal of Lee County, Arkansas

Mr. Neal. Well, in January of 1969, the Food Stamp program had an approximate 11 per cent participation in Arkansas, and in '70, the figure did not increase substantially. In January, 1970, however, the estimate of 860,000 or 40 per cent of the state's total population were eligible for participation in the Food Stamp program. Or that is that their income was such that by the national standards they were not in a position to have an adequate diet.

At that time, 101,268 individuals participated in the Food Stamp program which operated at that time in 71 out of Arkansas' 75 counties. In January, 1971, 197,296 individuals participated in the program. Now in spite of this almost—this 90 per cent plus increase in the program of participants—only 23 per cent of the poverty population is actually participating in the program.

Certainly this progress is inadequate. We cannot afford to suffer the almost certain physical, mental and social damage to about 660,000 Arkansans.

As an added emphasis on the lack of participation in programs designed to meet the needs of the poor community, I cite this particular fact: under the National School Lunch Act, 105,624 children received free or reduced price lunches in December 1970. This figure is 44,117 less than the established Title I population of the State: 74,205 people less than the 1970 U.S.D.A. estimate of eligible children.

Now what we are saying is that the programs, while existing, are not providing for the needs. The U.S.D.A. supplemental food program allows for 6,200 cases in nine Arkansas counties to meet the nutritional needs of pregnant and nursing mothers and children up to the age of six years. Since its inception in 1969, the protein contents of supplemental food program for pregnant women has dropped from 1,519.2 grams to 564.4 grams. And for pre-schoolers, from 1,557.2 grams to 783.2 grams. So the program, while not reaching all the people, is also declining in quality. Fifty-three out of 1,336 schools in Arkansas participate in the School Breakfast program, reaching 5,825 children of the 109,336 potentially eligible.

The Emergency Food and Medical Services Programs have discouraged direct cash assistance to needy families in order to emphasize self-help food production projects. 5.3 per cent of the poverty population receive benefits from this program.

Now if you are familiar with the direction that agriculture is taking, you recognize that Arkansas is basically an agricultural state. You see, now with mechanization, there are less areas available for garden crops, and this is what the Emergency Food and Medical Services program is designed to do, to help families develop gardens and other self-help food programs. Now with no garden plots available—many families living in a rooming house have no garden plots available as the cotton is growing right up to the door, so that the program has no real meaning, which is indicated by the 5.3 per cent of the poverty population receiving benefits from the program.

Failure of the existing food programs to reach 77 per cent of Arkansas' population lacking sufficient income to obtain an adequate diet, can be attributed to the following factors:

(A) Existing food programs are not designed to meet nutrition needs of the poor.

(B) Underfunding and complicated administrative and auditing procedures assure low participation.

(C) Unwillingness and/or inability of local, state and federal officials to make the existing programs work.

(D) Unwillingness by potential participants to suffer the loss of dignity required in some cases for participation.

(E) Inability to pay purchase price of food stamp program.

(F) Inaccessible points of certification and/or purchase of Food Stamp program.

(G) Limited gain in cash or food in comparison to the time lost, transportation costs, and possibility of rejection and discourteous treatment.

Now one thing that should be kept well in mind is that poor people, while not earning at the rate as do middle class Americans, their time is important just as the middle class American's is, and so when a poor person has to spend an entire day getting certified and then spend another day in an effort to try and get his stamps, which is usually at a different point, then this becomes meaningful. In addition, an average cost of approximately three dollars to be transported to and from the certification center and the distribution of the stamps center, makes it even more questionable as to whether or not these programs are actually designed to meet the needs of the poor.

In conclusion, we suggest that the Food Stamp program, however liberal it may develop to be, may not in fact be the answer. For we wonder if the nation's poor should not have an opportunity to participate in this American system in the same manner as do other consumers, i.e., with money.

The CHAIRMAN. Thank you very much. [Applause.]

The CHAIRMAN. Mrs. Robinson, do you want to add to that?

Mrs. ROBINSON. I certainly do.

REMARKS OF MRS. DELPHENIA ROBINSON OF ST. FRANCIS COUNTY, ARKANSAS

Mrs. ROBINSON. In the first place, one cannot understand what it means to be poor and hungry unless he has really been there.

And it is like Mr. Neal has said, poor people should have been included along with HEW to really find out how the job could be done.

Poor people feel that they are not trusted in the area, because of requirements that one has to come up to get even the income form signed. He has to take it to bossman, and whatever he says is all right. You can say how much you make; you can tell them how much you make, but it doesn't matter if it is not signed.

So poor people resent being thought of as liars. The fact that I work period, to prove that I am trying, since the welfare refuses to believe that no family in Arkansas—there is no family in Arkansas that has no type of income.

Most of our food stamp recipients are either welfare clients or the working poor. In one instance there is a lady who chooses not to be on welfare; she has a child, so she gets a job; she is living with her mother. The first thing welfare does is to disqualify her mother for food stamps because the girl chooses to work and support her own child. In this same home there are children of a dead sister who are there, and they don't even qualify for food stamps because their aunt is working.

So then we yell about these young mothers want to be on welfare. When they get a job they don't—their parents are punished. She doesn't make enough to move out alone, so she has to stay there with her mother.

In another case, there is a family who until last week this lady was getting $113 per month for herself and four—well, for four children. By some streak of luck she was getting $78 a month recently as a Social Security payment for her husband that passed. Immediately the welfare cut her allotment to $35. And raised the cost of her food stamps to $82.

So just think for a minute how you could take care of a family of four children and yourself with $113 less $82 or $31. They did this because this woman does have a daughter who works every now and then at a plant because the plants are always cutting them off. So there is nothing regular about the plant work. So they are figuring this girl's income who doesn't even live with her mother. She should help her mother; that is the way they feel about it.

So instead of lowering the welfare rolls, I would suggest to the young people not to work, because if they try to work they get their parents in trouble. If they don't try to work they are talked about.

In another case, there has been a family who—there is ten in the family—the man works, sharecropping. Anyone know anything about sharecropping know you give away half of it before you even get it. Then you are charged for the use—for the plowing, for the fertilizer, whatever you do with the farm. So when he pays this there is very little left. But then he can only be certified for food stamps on the overall total that he makes, so they are holding now against him that maybe he made $3,000 last year when he only got a thousand. And he cannot—he does not qualify for food stamps. As a result his wife is almost ready for the hospital. And in one case we do have a report of one going to the mental hospital because they were just so frustrated over going up there day after day after day, and not being certified for food stamps.

This lady was in the office the other day. It has been over six months, and they have not considered her yet.

So I am saying that please—they give us this story at the welfare office that they don't have enough money in this budget, or that they don't have any money to pay people to work to help out with the long lines that are there every month. So instead of more surveys, please if there is anyway possible, put some more money in the budget that other people can be hired to help these people, because long lines are waiting. And in some cases there is no place to wait. Some of them are outside, and some of them are cold.

Thank you. [Applause.]

The CHAIRMAN. Thank you very much, Mrs. Robinson.

I think Dr. Henderson has a question.

Dr. HENDERSON. I think my question has been answered; she answered it.

The CHAIRMAN. Mrs. Bennett?

Mrs. BENNETT. I would like to ask a question of Mr. Neal on a matter of the protein—less protein, since protein is essential for——

VOICE. Yeah.

Mrs. BENNETT (continuing). Body cell-building.

Why is there less protein? Is it food commodities?

Mr. NEAL. No, I am talking about the supplemental food program. Maybe you are familiar with the program that can be used in conjunction with a commodity program or a food stamp program, but which requires medical certification indicating that the child or the pregnant mother must have a need to have additional protein in her diet in order to deliver a healthy baby in case of a mother, or in order for the child to develop properly in terms of the physical body including the brain.

Now the program has been adjusted since we originally began working with it. Of course, the program does not exist in our county at all now. However, I did work in another county a couple of years ago where we did have the program and it has been adjusted to lessen the protein content of the distributed item.

An additional factor relative to that program, is while it makes—the program originally made certain maximum limitations on the amount of distribution, most centers, particularly those handled by established health departments and other agencies, will make the distribution based on the minimum.

Now what do I mean by that?

Children in the age groups from, I believe it is one year to three years, or up to three years, were at one time authorized to receive 30 cans of evaporated milk, of course this being, you know, in addition to their diet. And—but they were—the minimum was 10 cans, and in most instances, this was the amount the participant received regardless of the need in the situation. You see, the program is designed in such a fashion that there is no time to actually determine the real need of a family or a group of participants, and so it is immediately assumed that whatever the minimum is should be sufficient.

Mrs. BENNETT. Thank you.

I wonder if any of the doctors on the panel can respond to this, the rationale for this?

VOICE. The rationale for this doesn't make any sense.

Mr. NEAL. Well, really there isn't much rationale—I think the supplemental food program, there was an attempt to select various foods that would correct certain deficiencies, iron and Vitamin A, and to give adequate amounts of proteins. The School Lunch program on the other hand is—sometimes the commodities given to the schools fall into a different category and consist primarily of lard and flour and some basic items that the foods are well—that the schools are well stocked with.

I think the fact of the matter is that there has not been careful planning on the part of the Department of Agriculture when it comes to selecting the kind of foods directed toward eradicating malnutrition. And this planning is not there because the program, the commodity program as they have stated, is not intended to correct malnutrition. It is intended to serve a different constituency and to balance the agricultural economy.

The CHAIRMAN. Thank you.

Dr. HENDERSON. Let me see if I can get clear one point. I am impressed negatively with the very low participation—the figures you cite here in the State of Arkansas—and I just wonder if you can give me some kind of an assessment as to how much of this is due to the impediments thrown in the way at the local level and the administrative procedure used to discourage participation and how much of it is due to the structure of the laws at the federal level and the inadequacies at the federal level?

Mr. NEAL. Well, of course, I wouldn't—I don't have, you know, accurate figures——

QUESTION. I understand. Just the relative.

Mr. NEAL (continuing). But our impression is that the greatest problem and I will put it this way, so that makes it range anywhere from 50 per cent above, the greatest problem relates to the manner in which the recipients are handled at the local level, and, of course, much of their problems, we have been advised, relates to the kind of restrictions that are placed on them at the federal or the higher level. That is, an example, Welfare Departments usually certify for food stamps. Welfare Departments making such, doing such certification, also are—they frequently are audited, i understand, by the U.S. Department of Agriculture, who administer at the national level, I believe, the programs.

Now, what happens there, when a mother who is—when a participant is dropped out of the program let us say, for a couple of months because of some emergency or holdup or because of any reason which makes it difficult for her to have the funds to purchase the stamps during that period, then if she comes back on after, say, two months, there are some serious questions raised. And if she comes back on after three months, she would have, usually have, or the participant would have, usually have difficulty getting recertified.

Now, health departments tell us that this is because of federal regulations, and of course, one of the other factors is in rural counties or rural areas such as what predominates in Arkansas, transportation is a major problem. You see, as Mrs. Robinson has indicated, there are a number of families in Arkansas who have no income at all, and while it may seem minor that a program participant would have to arrange for a ride to the district or first, to the certification center, and then to the distribution center, which usually are two separate places, this cost, which averages about $3 per trip, can be quite prohibitive. So I think these two factors are really major contributors.

Now, as to whether or not local persons are major problems or represent the major problems for participation, I think the answer to that would have to be that they are, because frequently local officials are not able to relate to program participants. They are not able to understand the difficulties that program participants are having; they are not able—and in Arkansas, particularly the Arkansas Delta, where the black population runs, is greater than the white population, where officials almost in all cases, are totally white, it is difficult for officials there to relate to these black folk, and secondly, it is difficult for them to relate because of the differences in their color than because of the whole tradition, the history that is passed on to them. One is that blacks are lazy and not interested in working; and as a comment came from one of our school administrators in my county, blacks are really very interested in staying at the bottom so that they can continue to complain. I think sometimes it is felt that we get a kick out of causing disurbances and going to jail and paying big fines, you know.

So, it—the inability of the program's administrators, particularly at the local level, to understand that the poor are not poor because they choose to be poor, but rather because of what has happened throughout history, you see. If I refuse to do as we—it is suggested we do sometimes, to forget the past, and start from now. Because, you see, what has happened in the past placed me where I am now, and therefore I must deal with what has happened to me in order to be saved, that we don't continue in this same tradition. [Applause.]

Dr. **Henderson**. I raised the question to bring out primarily what you have just indicated, that a point in time when there is a great deal of emphasis on returning so many things to the States, and putting them in the hands of localities and what many people do not understand, is that, and particularly in the southern part of the United States, the area with which I am most familiar, that it is really dangerous to put these kinds of programs into the hands of local people and some of us have long felt that what we need is to federalize more of these programs and administer them from the federal level.

Now there is a variance of opinion here, but I have been quite convinced that it is going to be very difficult for black people to get a fair shake in any of these programs as long as they are handled at the local level where administrative and other kinds of personal prejudicies and impediments can be thrown in the way of their full implementation.

So you have brought out precisely what I had hoped you would.

The **Chairman**. Mr. Sorenson, I think you have a question.

Mr. **Sorenson**. Well, Mrs. Robinson, has related to a number of instances where people have been excluded unfairly from participating in the food program. I wondered if you could tell us what kinds of procedures for appeal or to complain to correct the situation are available to people who feel that they are unfairly excluded? How the procedures are actually used.

Mrs. **Robinson**. Well, in the food stamp area I don't think you have any choice. You are just denied, and that is it. Of course, if you are on welfare, they tell you you have right—you know, you have some right to a fair hearing or something like that. And if the case worker's right, then you are wrong. So it is really just a formality, really, with welfare. And in food stamps, if they say you don't qualify, you just—that is just it.

Mr. SORENSEN. And that is the situation, that if you are told that you are not entitled to food stamps, regardless even if you think you are, there is nothing you can do about it as far as people are concerned.

Mrs. ROBINSON. Well, there is nothing people do. They just give up, you know.

Mr. NEAL. You see, the situation is that fair hearings are conducted by the same people that administer the program in the first place.

Mrs. ROBINSON. Yeah. [Applause.]

Mr. NEAL. In Lee County, if I request a fair hearing, then I get the lady from down at Phillip County who is running—I mean, from down at St. Francis County who is running the program, you see. And she knows me, anyway, because I am a trouble-maker——

Mrs. ROBINSON. Yeah.

Mr. NEAL (continuing). So we are bumping our heads against a stone wall. Now, of course, we are reminded that there is legal due process——

Mrs. ROBINSON. Yeah.

Mr. NEAL (continuing). But I would like to cite to you that the State of Arkansas, and I may make a slight error here, but in the State of Arkansas there are approximately—there is one law firm and two additional attorneys who will deal with cases that challenge the structure, the system there, that challenge the order there, and with the state having the kind of population it has, with approximately 860,000 people being classified as poverty-level in terms of income, then it is impossible for one law firm and two additional lawyers to handle all these cases considering the fact we still have the rape cases or list to deal, and some other things of that nature.

The CHAIRMAN. Thank you. Any other questions?

QUESTION. Could I ask a question?

The CHAIRMAN. Monsignor?

Msgr. CORCORAN. Do you have anything to say particularly about the elderly people there? You said a lot about the children and so forth, but what would be the circumstances relative to them from your knowledge?

Mrs. ROBINSON. The elderly? You mean as far as food stamps are concerned?

Msgr. CORCORAN. Their hunger situation, malnutrition.

Mrs. ROBINSON. Well, the elderly don't participate too much in St. Francis County because they are all on fixed income and usually that is about $90 a month, maybe some went up a little bit. When they pay their rent, utility bills, their druggist bill which all, I'd say 80 per cent of the elderly in Arkansas are on some type medicine daily, you know, from away back, you know, this is something from away back, so by the time they pay their druggist, their rent, their utility, they don't have money to buy food stamps. So they just don't buy them; they just do, you know, they just use the little money that they have and they get credit at the store and the next month they are deep in debt, but, anyway they don't have money left to buy, to pay for the food stamps what they are required to pay.

So they just suffer, that is it.

Mr. NEAL. An interesting fact about the welfare regulations is that if the family should be in a situation where it owns, let's say, if an elderly person owns a home or something, and is in the kind of situation where he or she must have some daily care, say, requiring the person to move into a nursing home or to move into, with a relative or something on that order, then that home cannot serve as, say, real income or anything of that nature; it must be disposed of, because it is classified as excess property, so then, whatever—should the person become self-sufficient again, able to go back, then an added factor to its budget then is the monthly rental, because the welfare laws require that anybody who owns property must—and it has to be 10 acres or less—must live in the house there regardless of the, you know, state of the health, health condition, or otherwise that property must be classified as excess.

Msgr. CORCORAN. Thank you.

The CHAIRMAN. Any other questions?

QUESTION. I would like to underline what Mrs. Robinson said about the elderly not being able to buy food stamps because of no money left after they pay their essential rent, et cetera, and to point out that you have to buy food stamps in advance, and a month in advance. This not only disqualifies most of the elderly, but many other families who simply don't have that much cash around in advance, and work on in advance.

Mrs. ROBINSON. Yes, that is so.

The CHAIRMAN. Thank you.

Mrs. Robinson and Mr. Neal, after listening to you and having some expectation of what we will hear from some other witnesses, I am reminded of sitting in the audience at some hearings last July for the Senate Subcommittee of Migratory Labor and some hearings about conditions in Florida and Texas of migrant farm workers and the chairman of the hearing, Senator Mondale, and I remember his saying and I will say it here now, at the end of those hearings, that there seemed to be no limit to America's capacity to mangle its poor. And that is a terrible thought, but I am afraid it is one that you have a hard time avoiding.

We are running close for time, but I do want to take just a minute here against the background of Mrs. Robinson's and Mr. Neal's testimony, I do want to take just a minute to call your attentiton to some figures. Now they have called your attention to something more important than figures, which is the conditions of life and people, but it would be a—would be too bad if some of the figures got misinterpreted or not fully understood.

MATERIALS FOR THE CITIZENS' BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION IN THE UNITED STATES

THE BUDGETARY PROGRESS OF FEDERAL FOOD PROGRAMS—A 6-YEAR REVIEW SINCE THE CREATION OF THE BOARD OF INQUIRY

[All figures in millions; all figures represent budget obligations or actual program costs, whichever is more appropriate]

Project	Fiscal year 1967	Fiscal year 1968	Fiscal year 1969	Fiscal year 1970	Fiscal year 1971	Fiscal year 1972 (House appropriation)	Fiscal year 1972 fiscal year 1967
I. Family feeding programs (total)	236.4	423.9	595.4	932.8	2,006.9	2,371.2	10.0×
1. Food stamps:							
(a) Bonus costs	105.5	173.1	228.8	546.0	1.6	1.94	19.0×
(b) Administrative costs, Federal	10.5	12.4	22.2	27.0	60.0	60	6.0×
2. Direct distribution:							
(a) Program costs	102.8	184.8	272.0	244.0	240.9	259.5	2.5×
(b) Administrative costs, Federal	3.4	4.0	7.9	21.1	22.5	23.1	7.0×
3. Nutritional supplements (packages/certificates for mothers and children)			8.3	[1] 13.1	16.1	16.1	
4. Direct distribution to institutions	14.2	36.6	32.2	21.4	19.4	27.5	1.9×
5. Emergency food and medical services		13.0	24.0	48.8	48.8	45.0	
II. Child feeding programs (total)	450.7	546.0	621.6	710.8	1,011.0	1,114.0	2.5×
1. General school lunch	147.7	154.9	161.6	168.0	224.3	224.3	1.5×
2. Special assistance for free and reduced price lunches	2.0	4.8	42.0	132.0	356.4	401.0	200.0×
3. School breakfast	.6	2.1	5.5	10.9	15.0	15.0	25.0×
4. Equipment	.7	.7	10.2	16.7	15.0	16.1	23.0×
5. Meals for day-care centers and recreation programs			3.2	7.2	32.0	20.8+	
6. Special milk	100.2	102.5	101.9	101.5	102.3	104.0	
7. Administrative expenses—Federal and State	1.7	2.6	5.1	8.8	10.6	11.0	10.0×
8. Commodities	197.8	278.4	292.1	265.7	255.4	366.4	8.0×
III. Unallocated funds returned to Treasury	204.7	228.7	29.0	30.3	([2])	([2])	
IV. Grand total of I plus II	687.1	969.9	1,217.0	1,643.6	3,017.9	3,485.2+	5.1×

[1] Unclear whether or not included under 2.
[2] Unknown.

All of the above programs, with the exception of I–5, Emergency Food and Medical Services, are administered by the U.S. Department of Agriculture. I–5 is operated by the Office of Economic Opportunity. While many Government agencies have major food expenditures (e.g. Department of Defense), the only other food-providing programs to which poor people have access because of their poverty are a collection of child-feeding projects funded by Title I–ESEA, Head Start, Johnson-OMalley Act, Title I–ESEA (migrants), Title I–ESEA (handicapped), Follow Through, and Model Cities. These currently provide food funds in the $75 to $90 million range overall.

FAMILY FOOD PROGRAM STATISTICS

	Food stamps			Commodity distribution		
	Participants	Cost of bonus stamps (millions)	Project areas	Participants	Cost of commodities (millions)	Project areas
Fiscal year:						
1961	50,000	$0.381	6	6,384,000	$140.000	(1)
1962	151,000	13.153	8	7,443,000	226.900	(1)
1963	359,000	18.640	42	7,019,000	204.400	(1)
1964	392,000	28.644	43	6,135,000	197.100	(1)
1965	633,000	32.505	110	5,842,000	226.900	(1)
1966	1,218,000	64.813	324	4,770,000	134.100	(1)
1967	1,832,000	105.550	836	3,722,000	101.100	(1)
1968	2,488,000	173.137	1,027	3,491,000	124.000	(1)
December 1968	2,822,000	18.401	(2)	3,660,000		1,243
March 1969	3,179,000	21.637	1,383	3,769,000		1,243
June 1969	3,224,000	21.586	1,489	3,539,000		1,186
September 1969	3,418,000	23.133	1,544	3,563,000		1,183
December 1969	3,645,000	24.605	1,584	3,742,000		1,191
March 1970	5,075,000	70.794	1,624	4,069,000		1,213
June 1970	6,470,000	91.592	1,747	3,977,000		1,244
September 1970	8,200,000	116.744	1,913	3,476,000		1,156
December 1970	9,500,000	128.500	(3)	3,700,000		(4)

[1] Unavailable.
[2] Unknown.
[3] 1,950 plus.
[4] 1,100 plus.

FOOD STAMPS—1971

An analysis of the new Food Stamp Act, signed into law by the President on January 11, 1971 as Public Law 91–671, its helpful and harmless features, and prospects for further change.

1. *Work requirement*—The major problem with the new law is that it makes registration for and acceptance of work by certain classes of persons a nationwide condition of eligibility for receiving stamps. The most troublesome features of the work test involves:

(a) its ***broad-guage impact***—if any member of a family covered by the test (and there could be many, including father, uncle, brother, etc.) fails to accept work, then the entire family is denied stamps, not merely the offending member;

(b) the ***classes covered***—all able-bodied persons over 18 and under 65; but there are still-to-be-resolved questions on the impact on mothers of children age 6 to 18 (if the children are deemed "dependent," their mothers need not work) and as to who is not "able-bodied" (are handicaps like alcoholism or drug addiction sufficient to remove a person from the test?; are physical/psychological handicaps to be related to the specific job offered?);

(c) the ***wage that must be offered***—the law seems to make $1.30 an hour the mandatory minimum, unless state minimums are lower (and they currently are in 18 states—which could put the wage as low as 80 cents in Arkansas); at $1.30 an hour (or less) with no requirement that the potential employer offer to pay the wage prevailing in the area for the work to be performed, local administrators of the test and employers could legally conspire to undermine union-secured wage rates with the cheap labor of stamp users; the $1.30 level would tend to keep the wage rates for menial jobs as depressed as possible;

(d) the ***suitability of the job***—there is no provision in the law requiring that the job be "suitable" in the unemployment compensation sense, involving appraisal of such factors as the affected individual's health, safety, prior experience and earnings, or potential for obtaining better work or the distance of the job from the individual's residence (it can't be in a distant state)—as a result, unemployed engineers, scientists, etc. could be forced to pick crops and needy persons could be forcibly bused to fill job openings that no local workers would accept; and

(e) the *procedures for enforcement*—this is being worked out by Agriculture, Labor, and HEW, but if an actual trip to the local employment office and a sifting through of job offers is necessary before a stamp application can be approved, the employment offices will be swamped and certification inordinately delayed or else denied without any procedural protections, while families go hungry; on the other hand, if work registration can be done at the welfare offices simultaneously with certification, stamps made available, and, thereafter, the employment office contacts covered persons with job offers, followed by cut-offs in the event of unjustified refusal, (but only after appropriate hearings comporting with due process), the system might prove workable.

Prognosis—Agriculture will issue regulations on the matter (with Labor-HEW approval) on or about April 15th for public comment. The requirement will not be enforceable before July 1 and, if the regulations are carefully drawn, might apply to a limited number of families (e.g. all AFDC recipients would be excluded). There is time for public pressure to be brought to bear to modify whatever regulations appear and, indeed, influence, to some extent, their drafting. If the Family Assistance Plan work test looks as if it will be vastly different (it does), the Administration will propose revising the food stamp work test to make it conform, but only as of January 1, 1973 or some date at least a year from now.

2. *Allotment value*—The new law would lock the Economy Food Plan in place as "the cost of a nutritionally adequate diet." That Plan was, as of September, 1970, at $107.80 per month for a family of four and will probably be set at $110 as of July 1. Although every previous official document discussing this plan has labelled it an "emergency" subsistence diet adequate to sustain life only for a few weeks, now that the cost factor has become a political football, the Administration is rewriting the old research material to state that the plan merely is monotonous and requires families to invest their food dollars wisely.

Prognosis—McGovern in the Senate would rely on the Low-Cost Food Plan ($135 a month and rising); Foley-Quie in the House on 35 cents per person per meal ($128). $110 a month is only 30 cents per person per meal. The Administration will forcefully oppose any change in this area because of the substantial budgetary implications—they estimate the McGovern bill at $5.5 billion; Foley-Quie at $4.5 billion.

3. *Purchase price*—The new law sets the maximum at 30% of income and furnishes free stamps to families of four with less than $30 a month (an estimated 200,000 families nationwide). 30% is nearly double the national average input of 16.7%. It locks the poor into always having less resources than they must have to meet non-food needs. If rigidly applied (as it is likely to be to avoid the so-called notch effect), it would add nearly $20 to the cost of stamps to New York welfare recipients and thus effectively wipe them off the stamp rolls, since no one would make the effort to pay $101-plus for $110 in stamps. The $30 a month figure is laughable and was designed to allow the Administration to boast about dispensing free stamps, while doing little.

Prognosis—The cashing-out of food stamps as part of the welfare program is the only long-range solution. The regulations can ease the 30% rigidity if they apply it to a household's "disposable" income (gross receipts less mandatory or nonelective payroll deductions, such as taxes and social security, as well as hardship expenses for excessive rent costs and medical bills) and, if they permit the use of the more favorable of past monthly or yearly income as the basis for establishing the purchase price, in order to avoid unreasonable predictions of farm labor earnings and the like.

4. *Territorial coverage*—The new law appears to add Puerto Rico, the Virgin Islands, and Guam to the 50 States and the District, but there is no mandate for the program to go into effect anywhere, 1,150-plus counties have no food stamps now. Hundreds (including Boston) would like to switch over from commodities. But, because the $2 billion in the budget only covers anticipated expansion due to increased income eligibility in the 2,000 jurisdictions already in the program, there are no plans to open the doors to many new counties and especially to Puerto Rico, where 800,000 to 1 million individuals could go on the rolls.

Prognosis—A statutory mandate is needed for nationwide coverage by a date certain—January 1, 1972, for example. The President, in his May, 1969 hunger message told Congress that "our long-range goal should be to replace direct distribution with the revised Food Stamp Program," but the range seems to have become eternity.

5. *Simplified certification*—Congress thought the new law was making it easier for welfare recipients to receive stamps by calling for affidavit certification for them. That, however, is already the case except in a handful of recalcitrant areas. The delayed certification problem focuses on non-welfare recipients who constitute approximately 42% of stamp users. The New York commonplace of three months from first appearance to first interview (now you can get a date in early June) and the District of Columbia situation of a mandatory 5:30 a.m. appearance to get an appointment for the day would become infinitely worse if the work test is poorly handled. Migrants ought to be helped by the provision requiring their certification for stamps in one jurisdiction to carry over for 60 days when they move into a new stamp jurisdiction. The trouble is that most migrants either originate from commodity areas or move to them, and there is no indication that this hangover certification will cut across program lines.

Prognosis—Congress will resist any certification by declaration without overly-stringent fraud provisions. The Department has, since last September 15 supposedly been "shortly" going to announce new simplified certification procedures. Perhaps they will be made public on April 15. The minimum ought to be a requirement that no more than 30 days elapse from application to receipt of stamps—and that is a bare minimum. Each certification should remain in effect until the governing facts (family income or size) change regardless of the nature of the source of income (social security/long-term stable job/occasional part-time work).

6. *Program Funding*—The food stamp budget for fiscal 1971 will be $1.54 billion (including $120 million in supplemental appropriations yet to be passed); for fiscal 1972, $2 billion. The 1971 figure is probably sufficient ($689 million had been spent in the first six months), but only because implementation of the new eligibility ceilings and purchase tables has been delayed until after July 1. At the current per person bonus rate of $13.40 a month or $160 a year, if an average 12.5 million persons were on the program in fiscal 1972 (e.g. 10.5 million in July, 1971 and 14.5 million by June 1972), the funds would be exhausted. Since the new eligibility ceilings ought to have a great impact in the South (South Carolina's current ceiling is $2,160 or only one-half the way to the probable $4,200–$4,400) and elsewhere (at least 10 states now have ceilings that bar most of their poor), those levels of participation are possible, although not likely, particularly if the 30% purchase price is rigidly applied at the upper end of the income table. In calendar 1970, slightly less than 6 million persons were added to the rolls. To go up another 4.5 million in the next 18 months may be tougher to accomplish since there will be no major addition to allotment value or subtraction from purchase price and may even be additions to purchase price for the better-off poor. No major new areas will be added.

Prognosis—The fiscal 1972 food stamp authorization is open-ended, which means that the Administration controls all the cards, since the House cannot be politically organized for a floor fight on appropriations and there are legal barriers in the Senate to raising the proposed budgetary ante on the floor. If Senator Gale McGee's Agricultural Appropriations Subcommittee sticks to $2 billion, that's that.

7. *Lesser Issues*—

(a) *Income and resources eligibility standards*—The new law calls for nationwide standards. Presumably the Secretary will set the income cut-off at $4.240 for a family of four (at which point 30%= $1,272, the yearly Economy Food Plan) or $4,400 (30%=$1,320 or $110 a month). No state could conceivably go higher, since above that level, the 30% of income purchase price would be greater than the value of the stamps received. The resources test ought to parallel the FAP proposal excluding home (no matter what the value), household goods, personal effects, and other property essential to self-support (e.g. a car for a worker).

(b) *Hippies*—The conferees on the law changed the definition of "household" to exclude non-related (by blood or other legal relation) individuals under 60. Communes are, therefore, automatically ineligible, although married couples living within a commune might make it. Hippies would have to satisfy the work test.

(c) *Students*—Students (indeed all recipients aged 18 and many in their early 20's) would have to certify that they are not claimed as income tax dependents by their families. Independent verification may delay receipt of stamps for a considerable time, particularly if copies of tax returns are required.

(d) *The elderly*—The new law permits the physically incapacitated elderly to eat delivered meals at home in exchange for stamps, but does nothing for the lonely and isolated. Meals on Wheels served outside the home in community centers and the like would not be purchasable with stamps.

(e) *Product coverage*—Hygienic products are not eligible items, but that issue is merely a cover for cashing out stamps. Imported items that are available on the market and satisfy ethnic or cultural tastes (Puerto Rican, Mexican-American) are still out of order, maintaining a double bar to their sale (tariffs, quotas, and stamp bans).

(f) *Local administration*—The program would still be controlled by local officials regardless of the quality of their performance. Saving local administrative costs by opening fewer certification centers or issuance offices would, in many places, be more important than serving the poor.

(g) *Administrative cost-sharing*—The new law provides 62.5% Federal cost-sharing for local outreach workers and fair hearing officials, which is a significant step forward. That does not cover private nonprofit or volunteer efforts. There is a desperate backlog on fair hearings at present.

(h) *Concurrent commodity distribution*—Although commodity distribution and food stamps can overlap in the period of transition from the former to the latter, the serious drop-off in participation of 1964 to 1969 no longer exists. Overlap thereafter is permitted, but is not likely to occur because the local governments must pay dual program administrative costs outside of the transition stage.

(i) *Frequency of stamp issuance*—Issuance need only be twice a month. The new law's authority for partial purchase could prove to be a major boom to participation by tailoring the program to meet the realistic cash flow of the poor, but only if program mechanics permit purchase of as little as one-eighth or one-tenth of the total. Issuance will be easier for welfare recipients who agree to allow the state to check off their stamp purchases from their welfare check. South Carolina will be putting this into effect on a statewide basis on April 1. Four other states already permit it.

CHILD NUTRITION PROGRAM STATISTICS

[Number of children receiving meal on a daily basis in peak month]

	School lunch			
	All lunches	Free and reduced price lunches	School breakfasts	Day-care, recreation program meals
Fiscal year:				
1961	13,527,000	1,266,000		
1962	14,265,000	1,333,000		
1963	15,035,000	1,365,000		
1964	16,087,000	1,480,000		
1965	17,025,000	1,587,000		
1966	17,852,000	1,866,000		
1967	18,323,000	2,150,000		
1968	18,615,000	2,325,000	50,000	
1969	18,700,000	2,800,000	167,500	
1970 (preliminary)	19,900,000	4,100,000	221,000	138,400
1971 (estimated to date)	24,000,000	[1] +5,000,000	384,000	321,500
1972 (projected)	25,000,000	6,600,000	450,000	350,000
			555,000	500,000

[1] Hidden.

SCHOOL LUNCH—1971

An analysis of the implementation of the new School Lunch Act, signed into law by the President on May 14, 1970 as Public Law 91-248, and prospects for future change.

1. *Schools without lunch programs*—The major problem with school lunch is that it is not served in over 20,000 schools, either, in a few instances, by conscious choice (including refusal to accept Federal guidelines and the preference of children for sandwiches and grill dishes over Type A platters) or, in most cases, because of a lack of available production facilities or reasonably-priced catering. Some 17,000-plus public schools, over 9,000 of them in predominantly

urban California, Illinois, Massachusetts, Michigan, New Jersey, and Pennsylvania, had no facilities or central kitchens at the start of the 1970–71 school year.

The new lunch act did not require every elementary and secondary school in the country to participate. Their entrance into the program was encouraged through sweetening the reimubrsement rate for serving free and reduced price lunches to needy children from a maximum of the cost of food (avge. of 36¢) to up to 100% of program costs, including labor, within a maximum per meal set as 60¢ by the Secretary of Agriculture. To promote the program's expansion into more schools each state is supposed to prepare a state plan by January 1 of each year detailing how it would "extend" the program on a non-mandatory basis to every school in the state at some unspecified future date. Ultimately, however, each school district retains the power to serve or not serve lunch.

(a) *Universal school lunch*—It is arguable that an effort should be made to get Congress to mandate universal school lunch, but that would have to involve both a vastly increased Federal investment (nationwide costs would be as high as $4 to $5 billion) as well as assumption of an unusual degree of control over local school affairs. In the context of eliminating hunger with limited resources, an effort of this dimension ought to have low priority, far below expanding income guarantees or service of breakfast and lunch to every poor pupil. On the other hand, states could agree to mandate the lunch program statewide as Massachusetts has done for 1972–1973.

(b) *Higher reimbursement rates*—There are alternative methods for achieving the same goal of a lunch program in every school. If the Department would more reasonably administer free and reduced price lunch reimbursement rates, so that local boards of education could invest more of their funds in equipment rather than high ongoing program costs, many urban schools could be brought into the fold. The present regulations arbitrarily restrict Federal free and reduced price lunch reimbursement under Sections 11 and 32 to 30 cents per lunch in any given school, unless the school district can demonstrate its financial need. If the state has insufficient employees manning its program (e.g. Pennsylvania), it will be absolutely unable to make any such individual determinations of a school's need. Accordingly, 30 cents will remain the ceiling and localities will have to kick in at least 30 cents on their own. The Department ought to amend its regulations to permit blanket determinations by a state that all schools in a given neighborhood (e.g. the Model City area) or, indeed, in a given city are in financial trouble and thus should get more than 30 cents per meal.

In addition, the Department should not make a school's receipt of 12 cents from Section 4 general funds for every meal served in the school a precondition to obtaining 35, 40, or 45 cents from Section 11 and 32 special funds for the meals furnished to the needy. Section 4 appropriations for fiscal 1971 and 1972 permit an average reimbursement rate of only 5 cents, which makes the 12 cent requirement fanciful and leads, perhaps intentionally, to significant underuse of appropriated Sections 11 and 32 funds. Under present circumstances, the $356.4 million Congress set aside under Sections 11 and 32 could remain one-third unobligated by June 30, 1970, although, because of the new law, the appropriations would not revert to the Treasury, but could be reallocated by the Secretary. Of course, the best legislative solution to this problem is to give the states bloc child nutrition grants, lumping together Section 4, 11 and 32 funds, subject to the overriding primary obligation to feed needy kids free or reduced price meals.

(c) *Equipment monies*—If more appropriate special assistance money cannot be released to school districts, then more equipment funds are essential. The new law authorized $38 million for fiscal 1971 and $33 million for fiscal 1972, but the Department requested only $15 million each year (plus a $1.1 million carryover), which, given normal inflation, even represents a decrease in 1972. 170,000-plus schools must be equipped either with a kitchen or with convection ovens and cold storage units (that could tie into a central facility) at an average cost of $10,000 per school. Since Federal matching is set at 75%, even if the full 1972 authorization were to be translated into appropriations, Federal funds for equipment would still fall approximately $78 million short of the necessary sum (¾ of $170 million less $49.1 million for 1971 and 1972). An emergency authorization of $60 to $75 million should be substituted for 1972 and then fully funded; the 25% local share rule erased by the Secretary upon a showing of need; and the fiscal 1973 and 1974 authorizations ($15 and $10 million, respectively) boosted in order to guarantee food service in every school. Institution of a crash equipment-spending program is feasible, since the industry can meet the demand. It is the only meaningful solution since catering has proven to be a useless substitute because of the impact of taxes and profits (which do not apply to school systems) upon the delivered cost of Type A meals. Senator Talmadge, the new Chairman of the Senate Agriculture Committee sponsored the higher 1971–72 figures, and may be willing to prod the Department further this year.

2. *Unfed needy children in schools with programs.*—Even if every school were equipped to serve lunch, not all of the eligible poor children would be reached. The number of such children is still uncertain:

7.3 million fall below the poverty line of $3,720 for a family of four (which, thanks to normal 10% absenteeism translates into 6.6 million for the average school day); 7.8 million were estimated to be eligible by the states in October, 1970 under their own incomes cut-offs, which often exceed $3,720 (e.g. $5,600 for reduced price lunches in Connecticut); 14.2 million fall under the $6,000 mark. What is even more uncertain is the average number of such children served each day. Despite the requirement in the law and regulations of prompt monthly reporting by the states to the Department (20 days after the close of each month), the Department has played the shell game with these figures, doctoring them to state the inflated overall number of needy children receiving one or more such meals in any month (5.8 million in November, 6 million in December) rather than the statutory average number of children receiving such meals every day (more likely slightly under 5 million) and then declining to reveal the more meaningful average figure.

This dishonesty has in the past been prompted both by the wish not to appear to have fallen too far short of the President's Christmas 1969 promise to feed 6.6 million by Thanksgiving 1970 and to put a good face on the February, 1971 follow-up to the White House Conference. Now that these hurdles have been successfully cleared perhaps the Department can face up to the hard truth and concentrate on carefully monitoring school districts' free lunch policy guidelines (56 districts have so far been found to be out of compliance and have had their Federal school lunch funds cut off); compelling districts to provide a free or reduced price meal almost immediately upon receipt of an application form rather than delay what ought to be semi-automatic certification for 10 to 45 days: permitting districts to blanket whole neighborhoods with high concentrations of poverty into the reduced price program rather than demanding the administrative nightmare of individual applications (the West Virginia statewide reduced price lunch plan was absolutely rejected); and promoting the use of the simplest of application forms. Bloc grants might prove helpful in this context, particularly if the 30 cent reimbursement barrier were eliminated, but the Department would still have to police the states to assure that they were fulfilling their obligation to the poor.

3. *Discrimination.*—Singling out those pupils who receive a free or reduced price lunch by any tactic is clearly illegal although the practice is rampant. The Department's staff is insufficient to provide nationwide surveillance. Complaints are the only way to obtain redress. The President, in an address to the White House Conference on Children in December, indicated that his daughter had been disturbed by the fact that poor pupils in the District ate lunch in the cafeteria by themselves, while their well-to-do classmates either brought brown bags or went elsewhere to eat. This is an unusual form of discrimination (normally both middle-class and poor pupils are fed, but the latter are embarrassed in some way by the food delivery process), curable only by universal school lunch.

4. *Breakfast*—The current breakfast program is grossly inadequate and underfunded (only $15 million appropriated of $25 million authorized in fiscal 1971 for 384,000 children, less than 5% of the poor). The governing law expires as of June 30 so that some legislation is inevitable. Last year amendments were offered on the floor of the Senate rendering free and reduced price breakfast requirements parallel to those for lunch, deleting the 20% matching requirement, increasing 1972/1973 authorizations to $50 and $75 million, respectively, and redirecting the money to the states with the greatest number of poor children. Floor confusion made their passage impossible. Some of these same changes should be feasible now.

5. *Day-care food service*—The so-called Vanik bill also requires extension in 1971. More institutions should be covered (pre-November 1969 Headstart centers

are automatically denied cash aid; newer programs are given some); local matching made waivable in order to reach the needy; authorization and appropriation suitably increased. Funding for this program could complement whatever child development bill emerges from the Congress.

OTHER SUBSTANTIAL FOOD ASSISTANCE PROGRAMS

A. Commodity Distribution

Although 3.7 million people received commodities in December, 1970, the program's per person delivered benefits were substantially less than those contemplated by the Department's allotment rates. The average recipient cost the Federal government $6.10 a month for the donated food items or some 75% of the projected cost of $8.02 for the full allotment. At the same time, instead of obtaining the projected average of 36.75 pounds of commodities monthly, the average recipient in fiscal year 1971 secured only 25.9 pounds or only 70% of his entitlement. These disparities underscore the fact that distribution is inadequate, primarily because of the unwillingness of various localities to spend their funds on warehousing and transportation and even, in the case of Oklahoma, Arizona and Minnesota for example, to accept proffered Federal monies to cover these local and state expenses.

USDA is experimenting mildly with enrichment (of macaroni) and fortification (of farina and grits), but has not solved the problem of assuring good full product line distribution in recalcitrant localities. It is somewhat unproductive to concentrate resources on resolving this difficulty rather than on expanding the food stamp program to speed up the demise of the donation of commodities.

B. Special Packages for Mothers and Children

A classic example of oversell as USDA proselytized numerous health departments in the country to prepare to distribute the 28 to 31 pound packages (if logistic hurdles were surmounted) and then pulled the rug out in April, 1970 by curtailing any further expansion of such distribution into food stamp areas and reducing the foods available to each age group. The program would clearly be unnecessary if USDA revised the food stamp allotments to reflect the presence in families of pregnant or lactating women with unusually high food needs under the Economy Food Plan ($7.40 weekly per pregnant and $8.60 weekly per nursing woman as opposed to $6.25 weekly per average person in family of four).

C. Food Certificates

Again a pilot program to test in five areas what should have been tried under the food stamp rubric—expanding allotments for families containing a pregnant or lactating woman or child under six. Ought to be phased out entirely.

D. Emergency Food and Medical Services

The 1972 budget assumes the orderly liquidation of this program, although it involves the only substantial Federal intervention in the food programs on behalf of the poor. The excuse is the new Federal input (62.% of costs) into food stamp outreach, which goes to state and local welfare department employees not likely to go all out to boost program participation. A substantial part of the program should be salvaged.

In the documents which have been prepared, the materials which have been prepared, and I think many of you have although I guess they ran out before everybody got them, there are some figures that show really dramatic, I believe, increase in the coverage of federal food programs over the last few years.

On the first page of these figures, for example, the relevant figure is the bonus costs; now that means the amount of money that the Federal Government is putting up on the Food Stamp Programs, and you will see that that has increased 19 times between fiscal year 1967 and the estimates for next year.

In the year in which our report, "Hunger USA", was prepared, bonus costs to the Federal Government were $173.01 million, and in this current fiscal year bonus costs are $1,487,000,000. And are estimated next year to be going up $1,945,000.

On the next page, a very significant figure is the very last one there, which shows the increase in Federal expenditures for free and reduced-price school lunches which have increased 228 times in the period since 1967, going up to the estimate of next year. But you notice the estimate for next year is exactly what it is for this year, the costs for this year.

In the year in which not only our report "Hunger USA" was printed, but the report of five women's organizations "Their Daily Bread" came out, free and reduced-price lunches were running $4.8 million. They are now up to $356.4 million.

A little farther back in these tables, there is a list of the number of people receiving Federal food assistance, food stamps or commodities. Again, in fiscal year 1968, there were 2,488,000 people receiving food stamps; 3,491,000 receiving commodities. As of December 1970, those figures have increased very substantially. Nine and a half million on food stamps, 3,700,000 receiving commodities.

That gives you, as of last December, that gives you a total of about 13 million Americans receiving Federal food assistance.

But that figure has to be—although one can feel gratification that that figure has grown as much as it has in the last few years, one has to, as Mr. Neal has so clearly, I think, pointed out, one has to measure that figure not against the past, but against the present need.

And we have by governmental estimate, some 24.3 million poor people in this country, and against that figure of 24 million, only 13 million roughly are receiving Federal food assistance now.

So those are the relevant figures that we have to keep in mind.

Question. And that 24.3 million poor people, of course, is based on a very, very low level of income.

The Chairman. That is based upon an income level of $3720 per family of four, which is hardly enough to feed a family.

Voice. That is correct.

The Chairman. If under the new Food Stamp law, eligibility is to go up to $4300 for a family of four, that will add another 6 to 10 million eligible people probably. So instead of having 24.3 million eligible persons in this country, you will have something in the vicinity of 30 million—30 to 34 million eligible persons, and it is against that figure that the present figure of 13 million dollars has got to be assessed.

Thank you very much, Mrs. Robinson and Mr. Neal.

We are running late—[Applause.]

Do we have somebody here from the District of Columbia?

Voice. Yes.

The Chairman. Could you come up, please.

Could you introduce yourselves first, please?

REMARKS OF MRS. THELMA RUTHERFORD, DISTRICT OF COLUMBIA

Voice. I am Mrs. Rutherford, Thelma Rutherford, chairman of the D.C. Food Stamp Advisory Committee. This is Mrs. Mary Smith, one of our community people, and a member of that advisory committee; and Mrs. Prince, who is from Chase, Inc., which is one of the neighborhood centers as well as a community person.

The Chairman. Was that Mrs. Prince?

Voice. To whom are you an advisor?

Mrs. Rutherford. To the Department—well, it is now called—the Social Services Administration under the Department of Human Resources, which is the District Government administering the food stamp program.

So we think——

The Chairman. Mrs. Rutherford, would it be agreeable with you ladies, Mrs. Rutherford, if you made the statement for the group, and then maybe all three could answer any questions that we might have. (Agreed.)

The Chairman. Thank you.

Mrs. Rutherford. Well, first we would like to say, give you a few positives that we have found here in the District.

First, in order to implement the White House Conference our Mayor has organized and did organize, in August of 1970, a Mayor's Commission on Food, Nutrition, and Health. I happen to have been elected to that commission, so I serve in a dual capacity as well as my professional job, which is social work.

We have on that commission about 30-some people who are functioning monthly to help improve the food programs for the District of Columbia. We are going on with the Food Stamp program. Our main complaint and we do want to bring to you some of the serious problems, but we also have some very good reports, because we think the Food Stamp program could work if the money that is put in the space program were put in the food program. (Applause.)

Mrs. RUTHERFORD. So, the other point that we feel, is those who administer the program, administer, and this means every one of the organizations, the Department of Agriculture, the Social Services Administration, the stores, the banks, and by the way, the banks and the credit unions who sell the food stamps are not losing money because many of them get as much as one dollar per transaction. And in the District they are collecting 75 cents for transaction, and this is—when you know that we have on the District Food Stamp program 25,000 people, families this is, 25,000 families who are regularly getting the food stamps, then you know that is not hay that they are getting, 75 cents per transaction.

The other fact is we know that 40,000 at least are certified at the Department of Social Services. Why do they not all get their food stamps each month? You have heard some of the reasons given by the speakers from Arkansas. We have some of those same problems. The funds are not there, the families have such high rent, and I am sure that my co-workers here can tell you about that, that they cannot afford the Food Stamp program monthly. So they have to skip, they have to beg, they have to plead.

There are other reasons, too, why they are not—why 40,000 do not regularly get the Food Stamp program.

However, the District is in such condition financially that we know and we have reason to show that at least 125,000 people are eligible for the Food Stamp program.

Now, some of the reasons that these who are eligible who do not get the Food Stamp program, are some of the very same reasons that you heard from Mr. Neal. The administration is so frustrating and so despicable in a sense that people refuse to go in and apply. And we know this from our contacts with people in the community. The aged cannot get to the long waiting line, and they cannot get up at 2:30 in the morning and this is what we have in the District. We have to be honest. There are people at the 13 centers some mornings as early as 2:30 in the morning, waiting to be No. 1 in the line to be certified for that day. Now these are new people who have not been certified before. Otherwise, of course, they wouldn't have to come every month.

There are people whose income changes every month, so they have to be recertified every month. And then, of course, there are the ill who cannot come; they send somebody for them or else they have to call and wait for some time to have somebody come out from the office to certify them. This is another reason why people are not certified for the food stamps.

We have some who are so disillusioned with the program, that they would rather just fend for themselves in whatever way they can, because when they get to the stores they are even somewhat confused by the process and the procedures they must go through. It has been said that some of the food stamp users who are infirm, who do not know the cost of all their items, are being overcharged by the store managers because they hand them their book to take out the food stamps and they are being taken for those food—for the costs.

And this I have not tried to go into the store to confirm, but I have been told this, by some of the people. So they are being overcharged, they are being, in a sense, taken by the food stores because they don't know how to count their money or how to handle the food stores.

Or they have people going in for them.

We are also unfortunately one of the—in the area where the unemployment has jumped skyhigh. I don't know whether you believe what you read in the papers. I am skeptical a lot of times of what we read, because I know how they can get cut out. Some of the reporters put in real, real meaty kinds of stories, but the editors cut it, so when you get it it is something different.

But there are things that we know about unemployment at this time which is increasing the need for the food stamps even greater. We have students with families who have to, in some way go in and skip classes, in order to get to the food stamp certification office to get the food stamps. Of course, when the new law comes into effect, they may not qualify for the food stamp programs.

We are aware of mothers whose husbands have become so disconcerted, they are so sick or something, they have left the family, and this is the working mother who must feed her two children, continue trying to live and pay her rent as high as $120 a month, and day care services at $120 a month out of a take-home pay of $65. So what does she have left to buy the food stamps, which cost, and unfortunately, I think the Department has not heard, the Department of Agriculture, heard these figures so that they can't increase the bonus and cut the price of the food stamps to serve the people.

It seems as though someone has said before, this program is set up not to work for the consumer, but to work for those who administer the program. And sometimes I even question the Department of Agriculture on this. We fortunately, here in the District, have recourse to call on the Secretary of Agriculture. Our Mayor's Commission did that just this past Friday. We did not get to talk to Secretary Hardin because he had other plans, but we did talk to Mr. Lyng, who was very courteous, however, in the recording, we only got back to the public the one question which had to do with our recent changes in the Food Stamp administration. It had nothing to say about the other problems which we brought to Mr. Lyng, nor did it even mention the chairman of the commission, Mr. Madison Jones.

So you see this is why I am saying what I am saying, we have to not only do something about the program. We have got to get the information out about it, and in my official job, I come in contact with people by phone, by person, by mail who are not aware of their resources. They do not know that the Food Stamp program is available to those who are on social security with limited incomes, they do not know that even though they have a retirement check from the Federal Government, if that is limited, they can qualify for food stamps. They ought to be there to get them.

So these are some of the things that I hope this crusade will bring out some of the community resources and some of the information that people—people whom we are working with and who live and breathe can get the food program that has been set up for them. And also that we would improve the program, because this is necessary.

Thank you.

The CHAIRMAN. Thank you, Mrs Rutherford. [Applause.]

Thank you. Are there questions——

VOICE. I would like——

The CHAIRMAN. Mrs. Smith.

REMARKS OF MRS. MARY SMITH, DISTRICT OF COLUMBIA

Mrs. SMITH. Yeah, well, I was just going to ask—Mrs. Rutherford just was talking about people, and she really means people, for people, they don't even know their rights to it. They have a right to go up and ask for food stamps. Then they hear about this long waiting, getting up at 3 o'clock, going to the food stamp place, sometimes they are not seen. It is very discouraging to their poor mother.

And I was—got up one morning, and I was going in early. I got there a quarter to seven and there was 108 people ahead of me. Someone said they had been there ever since 3 o'clock. And that is very unfair for an old lady like me. And I had to stay there all day trying to get my food stamps. And I think that should be looked into too, where you have the elder people not have to be linger around in the crowd like that to get that need. And I think something should be done about it. [Applause.]

The CHAIRMAN. I wonder, Mrs. Smith—I—I agree with you something should be done about it. Have you and—has your organization prepared any ideas, any recommendations as to a better way of administering this program in the District?

Mrs. SMITH. Well, we meet once every month and we talked over some of the plans. But my own suggestion was—I think every people should have an application to fill out and mail in and then they should send it back to them and let them know—go there and pick up their, you know——

VOICE. Certification.

Mrs. SMITH. (continuing). Certificate, and go back home, won't have to be lingering in—keep waiting all those many hours trying to get food stamps.

The CHAIRMAN. You would say then all this could be handled through the mails?

Mrs. SMITH. I think that would be a good idea. Of course, it would make some hungry too, and if you don't have some surplus food somewhere on the side, somebody too will be hungry. So it is good and it is bad.

Mrs. RUTHERFORD. Yeah.

The CHAIRMAN. Any questions from up here?

QUESTION. I would like to ask Mrs. Prince if she has anything to add.

Remarks of Mrs. Prince, District of Columbia

Mrs. Prince. Yes, I would like to speak to the procedures, the new procedures that the Agriculture Department has passed down to the District and went into effect in February 1.

One was the relocation of the bank. It would take me from my community clean across town. If I lost my card I would have to go to 124 T Street, N.W., where I may not have the carfare or the babysitters to get there. And if you don't use your food stamp card within three months, that you will be dropped from the rolls. I disagree with this. I think that a worker should be sent to the recipient's home to find out why they haven't used their food stamps and stress to them the meaning of food stamps and how it would help and they may find that some other reason she may need other help than whatsoever. And, yes, I have a recommendation that I brought before the Food Stamp Advisory Committee, and it is to set up a centralized redeeming center to help distribute food stamps on the first of the month.

This would call for training, sure. I certify people every day when I refer them to the Food Stamp Division, Welfare Department, and other social and government agencies.

The Chairman. Thank you.

Well, Mrs. Rutherford, and Mrs. Smith, and Mrs. Prince thank you very much. We move along. Wish we could talk longer. [Applause.]

The Chairman. Somebody here from Florida?

Before I ask you to introduce yourself, Mr. Kramer (?) wants to make a statement and also an announcement about food.

Mr. Kramer. First, on the District I would like to add that the typical kind of thing occurred. In December, the Department of Agriculture made a public announcement that—to the effect that there was fraud in the District program amounting to about 23 per cent of the caseload. I gather as a result of the meeting with Mr. Lyng last wek, it has now come out that at least half of that is administrative error. However, since they always claim that any kind of error is fraud, they immediately went about re-doing the program so that no one can now go in, get certified, and immediately buy stamps. They have to wait 3 or 4 days for mailout, because of supposed fraud that was primarily administrative error.

As a result, the Department of Welfare here, Social Services Administration, has to put up something like $3,000 a month to take care of people who go without food for four days because of their own administrative error that the Department of Agriculture turned into fraud and hurt the people.

So the administrators are paying for their own errors, while the people are paying by not having food for four days for administrative error.

Now with the special lunch here, we have a Blue Ticket system which is not illegal under the Reduced School Lunch law, because everybody gets one. However, those of you—this is discriminatory—those of you who feel you could donate something toward lunch are free to do so, downstairs. Lunch will be served for the next two hours, I gather, and unfortunately because of the press of time, the board is going to continue through lunch.

The Chairman. In other words, people go downstairs when they want to.

Mr. Kramer. Yes.

The Chairman. Where do they get the Blue Ticket?

Mr. Kramer. I think everybody ought to have a Blue Ticket. If not, Mr. Choate and his associates have them at the doors in back.

The Chairman. Maybe somebody will bring the board a sandwich here? [Laughter.]

The Chairman. You introduce yourself, sir.

Remarks of Mr. Mike McGuire, Legal Services, Collier County, Florida

Mr. McGuire. My name is Mike McGuire and I am working with the Legal Services, in Collier County, Florida.

The Chairman. That is the South Florida Migrant Legal Services?

Mr. McGuire. It used to be the South Florida Migrant Legal Services. It is now the Florida Rural Legal Services.

I work in a town called Immokalee, which to pinpoint is about halfway between the Big Cypress Swamp and the Everglades. It is about 40 miles from Naples, and about 40 miles from Fort Myers and about 150 miles from Miami. The population in the summertime when there are no crops is about 3,000. The population at the height of the season, which comes around Christmas, is about 15,000. The difference in the population is primarily made up of migrant workers, about 60 per cent of whom are Chicano, about 25 per cent are black, and the rest Anglo.

Contrary to what some of the people have said before me, I would like to say that in Collier County there has been a significant reduction of hunger and poverty. I don't think I could think of one hungry storeowner or one hungry farmer. The inequities we are faced with in Collier County basically revolve around the verification procedure, as most people probably know, migrant workers are invariably paid in cash, and as a result when they get to the Food Stamp program to get certified, they have no receipts for their income. As a result the State Department of Welfare has taken it upon itself to forecast just what the average migrant's income is going to be for a month and then set that as the income.

They first started this in November and they went to—to obtain their forecast, they went to see several farmers. They also went to see the Farm Labor Employment Office. They never came to any of the community groups; they never came to Legal Services; they never even went to the crew leaders. As a result, their initial figure for the month of November was that each farmer could work 26 days out of the month and you would make $12.60 each day that he worked. Needless to say, there was nobody in Collier County making that much money. The local groups, the community groups there, started—had a demonstration. It met with a little success. The amount was lowered to 18 days at $12.60 a day. The present amount this month in Collier County is that each farm worker will work 10 days and he will make $10.40 a day. That comes out to about $104 for the month.

Now, of course, if there is more than one person working in the family, that brings their income up to $200 or $300 for the month that they are supposed to be making—the fact that there is very little work in Immokalee, very little work in Collier County doesn't seem to have much to do with it. These are people who are actually making $20 and $30 a week for the whole family are being denied food stamps through this verification procedure.

The CHAIRMAN. Mr. McGuire, I would like to interrupt for a moment. Isn't it true that Collier County had no Federal food program at all until 1969?

Mr. McGUIRE. Right.

The CHAIRMAN. That was from refusal of local authorities to have one?

Mr. McGUIRE. Right.

The CHAIRMAN. I have not spent much time in Collier County, but I have been there a little bit. That is probably about as mean a county as there is in the country, wouldn't you say?

Mr. McGUIRE. Working towards it, yes. [Laughter.]

The CHAIRMAN. We have got Dr. Wheeler here who knows a little bit more about it, a good bit.

Wasn't Collier County, Florida, one of the places that our friends over here spotlighted in the telecast last year on Migrant Farm Workers?

Mr. McGUIRE. Right.

The CHAIRMAN. It was one of the counties that was featured in the CBS—I am sorry, the NBC—one of the places featured in the NBC telecast last year?

Mr. McGUIRE. Right.

The CHAIRMAN. Didn't it also attract some attention ten years ago when Edward R. Murrow did a television show on migrant farm workers?

Mr. McGUIRE. Right. Actually it is a good idea, because every time there is a television show or Senator McGovern comes everything gets painted. [Laughter.]

The CHAIRMAN. I was almost thinking Collier County existed for the benefit of the networks.

Mr. McGUIRE. There is something else I would like to—to get into——

The CHAIRMAN. My colleague says it doesn't exist for the benefit of the farm workers, is that——

Mr. McGUIRE. No, it doesn't, which is part of the problem of food stamps. For instance, the price of a quart of milk in Immokalee is 40 cents during the season. When the season is over and the migrants go home it drops down to about 30 cents. So the people who are really benefiting from the Food Stamp program in Collier County are not the migrants—the merchants are benefiting, the landlords are benefiting. As soon as the migrant may save a little money by using

Food Stamps, but immediately his rent goes up. So the people are kept in a constant state of poverty, and there is just no—no escape, it seems.

The Chairman. Okay, are you—do you have some more there? We——

Mr. McGuire. Well, what the gentleman said before about the—turning the control of these type of programs over to the State and local levels, I would agree with them, I don't think that that is the answer, and I don't think that the Federal Government is the answer, and I don't see why the Federal Government can't turn the programs over to community groups, like the lady from Washington said, and let them do the certifying, and let them do the certifications.

The Chairman. I would agree.

Any questions from up here, for Mr. McGuire?

Dr. Wheeler, you are a veteran of Collier County.

I want to thank you very much, Mr. McGuire. If we had more time, we would talk longer.

Somebody here from Kentucky?

(No continuity with other tape. Speaker, from Kentucky, begins in middle of sentence.)

Mr. Frazier. * * * have too many other emergencies that take up their money and they doubtful will have to skip each month of getting their food stamps. It is a bad situation ; I don't think it works at all.

We tried to mailing-in thing, too. That doesn't work because people are out of food for the last two months and they all want to get foodstamps the first day if possible.

Also, people have to be recertified that are working on a low income or that have any change in income at all, they have to come in and be recertified.

Another thing, a person that is on low income and gets laid off has to come back in, be recertified and he is knocked out of a month's food stamps. So it isn't working at all well with us. As a matter of fact, the Welfare Rights Group in Canton County, which I have been working with, is certifying their own members and I don't know if this is legal or not. Possibly it is not, but the group is signing up and certifying their own members in the Public Assistance Office which is a pilot program, and it is working. At least we are speeding up the applications for some of the members.

Question. Mr. Frazier, for ten years now various administrations have been saying that no one will be permitted to go hungry. I want to know whether in Eastern Kentucky there are any hungry people.

Mr. Frazier. Well, that is kind of a laugh. There certainly is, especially the older people who can't afford the five or ten dollars to get in to sign up for the food stamps. Very few of them participate. You see the food stamps back there serve the people that can get in and take advantage of the food stamp program like it does every other program. The ones that really need it rarely get served in any program in Appalachia. There has been issues where—well, I'll not get into the school lunch thing until this evening. But it is really bad back there, because everything is really political there. There is a political catch to everything, including foodstamps.

The Chairman. It is hard to get in back where Mr. Frazier lives and works. Not all of you may know him, but he is—there has been nobody working more untiringly for a good many years than he to solve some of these problems.

I would like to ask you a question, Mr. Frazier. We—you have spoken about administration, and the ineptitude of the—the unfairness of administration, the inefficiency of administration. You are a white man. Most of the people in East Kentucky who are on food relief or welfare relief either for that matter are white.

Down in the Deep South the situation is different, and here in the District it is different. In New York it is different. Welfare recipients, food stamp recipients tend to be black or Puerto Ricans, or Chicano, and the welfare people tend to be white. But in your region everybody, both the recipients are white, and the administrators are white. So that it is—at least in your region the question of racial discrimination doesn't come in. I wonder if you could say, against that background, if you could say why you think the administrative process even in East Kentucky is so shot through with inequities and injustice?

Mr. Frazier. Well, I think it is class prejudice, because everyone looks down on welfare recipients or someone with low wages, the guy working in the saw mill or truck lines for $5 or $6 a day. I think they want to keep us right where they have us so they can come along and tell us how to vote, when to vote, and who to vote for. I think it just—it is class prejudice as far as I can see, and a way to keep us down, I think.

The CHAIRMAN. Thank you. Any other questions for Mr. Nick Frazier?

QUESTION. Yeah, I would like to——

Mr. OGLE. Nick, over in Pike County, I picked up some figures the other day—and over in Pike County where the population is 63,000, they have 1530 families receiving Food Stamp aid. And up in Letcher County where they have a population of 26,000 or about 40 percent as many as Pike, they have 1653 families, which is actually more families receiving Food Stamp aid than in Pike. Do you want to—do you understand why there could be that kind of discrepancy in two adjoining counties?

Mr. FRAZIER. Yes. It depends on the people that are administering the program. Now, for instance, in Letcher County you have a more liberal county politics, I guess, than you do in Pike. In Pike County, you know, we have a very conservative group of people up there. That is the difference I would say here. People just get turned down when they go in and sign up for food stamps much more often in Pike County than they would in Letcher County, and without an organization or somebody to represent those people and to pressure them, they are just not going to get food stamps, that is all there is to it.

And in Letcher County, I imagine, they might be a little more organized too.

Mr. OGLE. Thank you.

Mr. FRAZIER. Yes, I have those figures here.

The CHAIRMAN. Other questions?

Mr. FRAZIER. I have another statement I would like to make, and that is why without such an organization, that there isn't any pressure put on from a federal level to make the state and local level live up to the existing laws that you have in the Food Stamp program now. If there isn't an organization that can put pressure on the state or local groups, then nobody from a Federal level does anything about it. They just do what they want to. I mean, they can administer it—turn people down, they don't tell them about hearings——

[Applause.]

Mr. FRAZIER (continuing). I would like to know why that doesn't take place.

VOICE. I am afraid I can't answer you.

Dr. HENDERSON. I can—this is precisely—this is the point that I was trying to make with the people, the gentlemen and ladies from Arkansas. That is that so many of the things that we have called ourselves' attention to do in this country, that we have rested under the old concept of states' rights and local rights, and we turn them loose and the hell with them from that point.

And I think that it is simply a lot of negligence on the part of the people at the Federal level in trying to implement—I see the things implemented as they should be implemented.

Mr. FRAZIER. Well, when this happens and the local politicians can control each of these programs and say who gets on food stamps and who doesn't, then it seems to me that the Federal Government without their going to step in, and do something, you just have people keeping people down. Because you can't, you know, you can't step out of line without losing your food stamps. The same thing with medicare, school lunches and the whole bit.

QUESTION. I will put it in the form of a question—I suppose it is more of a statement—but anyway in certain aspects, particularly welfare program and so forth, why there always seemed to be the intent to screen people out rather than screen people in. Would this be true of the type of thing you are talking about there and perhaps somewhat responsible for some of these types of different figures?

Mr. FRAZIER. Well, sure, the attitude of the case workers and the people that sign you up for food stamps is just simply ridiculous. They act like it is coming out of their own pocket. Well, they have been hired by local politicians who they owe political favors to or their cousins or something of that sort, and they, like one of the members told me at the East Kentucky Welfare Rights Organization that he thinks that they are paid to knock people out of getting food stamps and their checks, and not to have them. A case worker you would think would help people to, the social workers, to better their lives, but this is not the case, in Appalachia.

The CHAIRMAN. Go ahead.

QUESTION. You mentioned, you and Mr. Ogle mentioned the number actually receiving food stamps in Pike and Letcher Counties. What proportion of the number receiving or the number who are probably eligible?

Mr. FRAZIER. Let me see. In Letcher County you had 12,587 people that were eligible and you had 1,653 people that were receiving food stamps.

QUESTION. Are these people or familes?

Families.

The CHAIRMAN. Dick, I want to thank you very much.

Mr. FRAZIER. I would like to add one more thing, that I think one of the solutions is what NWRO is talking about and that is the 5500 or fight. [Applause.]

The CHAIRMAN. Do we have somebody here from Pennsylvania?

Would you introduce yourself, sir?

REMARKS OF DR. J. RUSSELL HALE OF PENNSYLVANIA

Dr. HALE. I am Dr. J. Russell Hale. I teach at an angel factory; I am on the faculty of the Lutheran Theological Seminary at Gettysburg, Pennsylvania. I am chairman of the Adams County Committee for Family Food. Adams County——

The CHAIRMAN. If I could interrupt you right there, Dr. Hale. We have a statement about Adams County. It will be part of our record. I wonder if you could just summarize it in your presentation——

THE ADAMS COUNTY (PA.) STORY

Adams County, Pennsylvania (population 58,000) does not quite make it as Appalachia. Gettysburg, the county seat, is 10 miles from the Cotoctins where Camp David, the celebrated presidential retreat, is located. Nor, does it quite fit its official designation as part of the York metropolitan area. Neither do its parts make up a seamless whole. One thing is obvious: Adams Co., Pennsylvania has no public food program.

In the shadow of the spot where Lincoln once called for "malice toward none" lies the county's hundred-year-old black ghetto. Up the rural road from the Peace Light Memorial shrine is a multi-family shack, with outside water pump, where a group of migrants stay year-round. Off the Scenic Tourist Trail are the hidden pockets of poverty, well insulated and isolated from the view of the millions of tourists who come here annually. Up steep and dark stairways, above Gettysburg's main street stores, live the elderly—lonely, ill-fed, sickly and withdrawn.

Nobody planned it this way. But it has happened. So subtly that the "good people" of the county genuinely believe it doesn't exist. Or, if they suspect it, they don't look twice. Said a respected professional recently at the monthly sumptuous repast of the Gormet Club: "there is no hunger in Adams County!" Or, a lawyer in a heated conversation with one of the "agitators" from the "college crowd": "if you don't like it here, why don't you leave?" Or, an elected county official, searching for a consensus with an opponent: "we can agree, can't we, that there shouldn't be any more hand-outs for those lazy bastards who won't work." Church people, public officials, professionals and business people, for the most part, lack knowledge of the poverty in their midst, its costs to the community and the kind of people the poor really are.

Denials of the existence of the poor or rationalizations about why they are poor collide with documented facts. Seven hundred twenty one school children in Adams County come from families with under $2000 income. Another 432 are children of AFDC recipients. Social security payments reach almost 7000 residents, over 200 of these on old-age assistance with perhaps another 1500 existing marginally on an inadequate purse made up of social security, modest savings and the charity of relatives and neighbors. Most get a Christmas basket once a year.

Unemployment figures for January, 1971, number 1180, up almost 124% from December, 1970. In February, a silk spinning mill in Gettysburg, employing 90 workers, closed its doors. These have not yet appeared as statistics. Planning experts agree that economic indicators for the future are not sanguine.

18.7 percent of the population, in short, lives below the poverty level. The percentage is expected to rise with the publication of 1970 census figures. It is conservatively estimated by knowledgeable local people that as many as one in six of the county's residents could qualify under the income eligibility formula of United States Department of Agriculture to receive food stamps.

Human needs may better be told in real case histories:

Mr. and Mrs. A. and their five children are constantly seeking food from a local church-connected agency. The entire family's health is poor. Medical bills run high. Mr. A. is a steady worker. He earns $197 a month. The family rents a substandard house for $75 a month. The family owns no car. Mr. A. rides a bike 12 miles a day to and from his place of work. Mrs. A. pays $5.40 a trip by cab to buy groceries. She does not tip the driver.

Mr. and Mrs. B. have a family of seven children ranging in age from three months to 14 years. Mr. B. works as a lift operator in a top industry in York, 28 miles distant. He earns $480 a month. His monthly bills run $648. His debts total $1,126, not counting his FHA home mortgage. His back taxes are overdue. Neither he nor his wife drink. The family seeks the assistance of CAA in budget-planning.

Mr. and Mrs. C. and seven children are without meat unless they are lucky enough to bag a deer during hunting season. The parents are both disabled. They receive $96.60 from DPA and $179 from social security. Other benefits for the children total $158. According to OEO guidelines, the C's are below the poverty level by $1,396. Before Mr. C. became disabled, he had worked hard for 17 years. His salary never exceeded $61.17 per week. His employer called him a "good reliable worker."

Families like these do not fit the stereotypes of the poor: "lazy," "boozers," "poor managers," "shiftless," "cheaters," "immoral," etc. Nor do most of the poor. But the myths persist and are real in their consequences.

The consequences are most visible in the county's bill for mandated welfare services, accounting for half the county government's budget. Malnutrition among children leads to lack of readiness for learning. Dental caries are rampant. The elderly—forgotten and hidden—often die alone, unless they submit to institutionalization at Green Acres, the county home for the aged indigents.

As a group, the poor have no power. They often refuse to register to vote to avoid county per capita taxes. The politicians do not consider them their constituents. The poor who work—and most do!—are underemployed. They frequently hop from job to job, taking advantage of the few cents an hour wage differential regularly used by the factories to lure the unskilled to man their assembly lines. The poor also gravitate to jobs in agriculture and the tourist industry, jobs which are often seasonal, low-paying and always "dead-end." No one earns enough to make ends meet. Most fall behind. It gets worse week by week, year after year.

Symptomatic of the ethos of the county is Adams' failure to introduce a food stamp program. The county commissioners say again and again, when importuned: "we have made our decision . . . nothing, absolutely nothing can change our minds." They are obsessed by the one percent rate of welfare abuse. They consider food stamps a New Deal give-away. They want to save the taxpayers money. They termed an offer of the Lutheran Theological Seminary students to finance a three-month trial period a "bribe." To two concerned college students last summer, they said: "It's no use sitting here and talking; we have decided to stand on our decision until the end of our term." Prodded by a local Committee for Family Food to review the issue with Senator George McGovern's Select Committee on Nutrition and Human Needs, one local official telephoned the Senator's aide: "Unless you cotton-pickin' bureaucrats in Washington will change the law and run things *our* way, we're not going to have food stamps in our county!" Candidates are now filing for county commissioner primaries in May. No one will make a public statement on food stamps. All gamble that insensitivity to the needs of the poverty-stricken will gain, rather than lose votes. They could win their bet.

The United States Department of Agriculture has not stood idly by. Repeated conversations with local officials over more than two years have taken place. Second-hand reports say that USDA facts were not heard and that most of the conversations were one-sided harangues. Local welfare workers, some under the employ—sometimes under the harassment—of county government have made numerous efforts to interpret unmet needs. To no avail.

USDA has not been able to deliver on the President's promise to have a Federal food stamp program in every U.S. county. Adams County, we are told, is the single remaining Pennsylvania county without food stamps, one of ten in the Nation with no plans for introducing the program. One year ago, a USDA official wrote to a local citizen: "I am happy to tell you that Adams County has been designated by the Department of Agriculture to participate in the food stamp program." A year later, Adams' poor still go without any Federal food assistance.

On January 27, 1971, Senator McGovern, after hearing of the county's needs and its commissioners' recalcitrance, wrote to Secretary Clifford Hardin: "I believe the time has come to rely on last resorts. . . . Accordingly, I strongly urge you to use your power to intervene in this situation and institute a food stamp program in Adams County without delay."

The mills of the gods grind slowly. The stalemate continues. The commissioners' backs have stiffened. USDA has not acted. The advocates of the poor are dismissed as the "head niggers," "unwanted radicals," and "damn commies!" The poor, as always, lose. Few appear concerned.

Dr. HALE. Surely.

The CHAIRMAN. In the interest of time?

Dr. HALE. Our problem, I think, is the problem of the few counties in the Nation without any commodity distribution or food stamp program. Adams County is the remaining county, the last remaining county in the Commonwealth of Pennsylvania without such a program and without plans for such a program. We feel that the problem is a dual one, the apathy of the affluent people of our county, and secondly, the recalcitrance of an extremely conservative group of county commissioners.

About two years ago, efforts were made by the United States Department of Agriculture to attempt to educate the county commissioners on the provisions of the Food Stamp program. Our information is that these conversations amounted to one-way harangue; the commissioners perpetuate many of the myths connected with the condition of the poor; they tend to practice the paranoid style of American politics and play on the fears and the apathy of the people; they have repeatedly refused to consider the introduction of food stamp programs. Last summer, two college students home on vacation amassed some facts, confronted the commissioners only to receive the answer that we have taken our stand, our decision has been made, and remains as it is until the end of our term.

The three incumbent commissioners will be up for reelection in the primaries in May this year. It appears at present that they will stake their political future on their own insensitivity to the poor. They feel that the constituents of the county will support them.

Our efforts in recent months have been to try to get the United States Department of Agriculture to intervene, by-pass the authority of the county commissioners. Personally, while this may bring food stamps to the county, I feel that that lets the county commissioners off the hook too easily. There are a number of persons who believe that the answer to the problem is to touch as many power bases as possible, national industries and concerns that have outlets in our county, and who are committed to the advisability of introducing a food stamp plan. These pressures apparently have fallen on deaf ears, and the suspicion that USDA may intervene only causes the county commissioners to feel that now they can run on a platform which says that they will have saved the county $7500 in administrative costs.

Some persons are considering the possibility of filing suit against the county commissioners. We understand that in some counties in the United States such suits or threats of suits have been successful. This is under consideration. We have worked very closely with Senator McGovern's staff in the Select Committee and Senator McGovern has written to the county commissioners, also to the United States Department of Agriculture, and has said that—has put pressure as a last resort for USDA to come in directly. This is where we stand now, sir, and we are hopeful that some of the pressures behind the scene may bring a start to a program which has been on the Federal books for over six years and which has never had a trial in our county.

The CHAIRMAN. Thank you. It is a little hard to conceive, Dr. Adams, that in a county which has the county seat at Gettysburg and where 20 per cent nearly of the people are below poverty levels, they have no food program at all.

Any questions from up here?

QUESTION. Has there been any attempt to get intervention by the State government?

Dr. HALE. There have been representations to the State Department of Public Welfare. Many persons have very dutifully and doggedly met with the commissioners, but they never have any success.

The **Chairman**. Any other questions?

Dr. **Henderson**. Would you give me just a quick picture of the racial makeup of this Adams County? Out of the 58,000 people how many are black?

Dr. **Hale**. Very few. Our problem is primarily a problem of the poor rural, whites. We have a black ghetto in Gettysburg with perhaps 250 persons. Among the 3,000 migrant workers who come to Adams County to pick the cherries and the apples each year, there are a substantial number of Puerto Ricans and Southern blacks, few of these however, stay year around.

Dr. **Henderson**. How do you account for this recalcitrant attitude on the part of the power structure there in Adams County? What——

Dr. **Hale**. I don't think it is only the power structure. I think probably the county commissioners reflect a large segment of their own constituents. We represent a section of the country that still celebrates the virtues of the Puritan ethic of the 19th and 17th and 18th centuries. This, I think, is hard die, and only some of the economic and political realities of the present when they collide with some of these ideologies of the past, I think, will make any dent in this.

I think what I am saying here is that we don't have nasty, bad county commissioners. They are merely the reflection of a large segment of the community which elects them.

Thank you.

Question. There may be a mistake in my recollection, but it seems to me that it has been stated both by the Department of Agriculture and the present Administration that it was their intent to put a food program into every single couny in this country that needed it, and they prefer to do that with the cooperation of the local government, but if they could get that cooperation they would put that food program in anyway.

On the basis of that sort of statement have you had any response from those people as to why a food stamp program has not been introduced, or surplus commodity program has not been introduced in your county?

Dr. **Hale**. We have had promises, sir. On January 15, 1970, I personally had a response from a letter which I had directed to Secretary Hardin. The answer came from Mr. Robert Kolker, who assured me that the Department of Agriculture has Adams County on its list of counties to receive a Food Stamp program shortly. That was one year ago, sir.

Voice. Yes. I think that program was supposed to have been completed by June 1970, that objective.

Question. Do you have any commodity distribution?

Dr. **Hale**. None.

Question. No food stamp and no commodity distribution?

Dr. **Hale**. Correct.

Question. Do people there get welfare payments in the traditional sense?

Dr. **Hale**. Yes. Our county commissioners complain that half the county budget is spent for welfare services.

The **Chairman**. Dr. Hale, thank you very much.

Dr. **Hale**. Thank you.

The **Chairman**. South Carolina?

Is Mrs. DeLee here from South Carolina?

Voice. I am right here. [Laughter.]

The **Chairman**. This is Mrs. Victoria DeLee from Dorchester County, South Carolina.

Mrs. **DeLee**. Thank you.

The **Chairman**. I think one of the great Americans of our time. I am delighted to have you here.

Mrs. **DeLee**. Thank you.

The **Chairman**. I don't know, Mrs. DeLee, what this group here can do about it to help you, but they might want to know if you are running for Congress down there.

Mrs. **DeLee**. Well, I certainly am, man, and am going to win it, too.

The **Chairman**. We hope you take up residence in Washington soon.

Mrs. **DeLee**. I certainly am. I am going to do that.

The **Chairman**. We have been hearing some reports about how the food programs have changed and how well they are today serving the needs of the poor. What can you tell us about your part of South Carolina?

The gentleman next to her is Mr. Paul Mathias, who is the executive director of the South Carolina Council on Human Relations.

Mrs. **DeLee**. If you don't mind, I will let Mr. Mathias say a few things first, and then I will take it away from there.

The **Chairman**. All right. We are moving a little late, so——

Mrs. **DeLee**. Okay.

Mr. **Mathias**. My remarks will be very brief, Dr. Dunbar.

REMARKS OF MR. PAUL MATHIAS OF SOUTH CAROLINA

Mr. **Mathias**. I appreciate it, because I had second thoughts about following Mrs. DeLee and it gives me a chance to make some points.

Just three quick points.

First of all, in South Carolina there are presently, as of December, 269,000 people receiving food stamps. That is compared with the figure of 900,000 who are eligible. That is the figure cited in Senator Hollings' book "The Case Against Hunger." So you see we have about 28, 29, perhaps 30 per cent—I haven't figured the exact percentage of it—of people who are eligible to receive food stamps in the State who are actually benefiting from that program at the current time.

With regard to the eligibility schedule in South Carolina it is currently the lowest in the nation. The maximum per year for a family of four that they can—the maximum income they can have and still be eligible to take part in the program is $2,160. The State Welfare Department proposes to increase that figure to $2,520 a year for a family of four with an increase of $360 which when you break it down means that a family of four can earn $1 more per day and still be eligible to take part in the Food Stamp program.

The **Chairman**. Just to make sure we understand it, Paul, you are saying that at the present time in South Carolina if a family of four has an income of, say, $2,200 can receive—it receives no Federal food assistance.

Mr. **Mathias**. That is right.

They are ineligible if they receive more than $2160.

The **Chairman**. Thank you.

Mr. **Mathais**. The new proposal to raise it to $2520 would put us in the category, I think, of Mississippi which would be a very dubious distinction, at best, I think.

On the better side of the ledger, I should mention the fact that South Carolina is going, as of April 1, to be the first State in the Union to use the new checkoff system for welfare recipients to receive food stamps through the mail.

What this means is that all people in the State receiving welfare can, as of that date, be mailed their food stamps and have the amount required to purchase the food stamps deducted from their welfare check, to be mailed both the welfare check and the food stamps at the same time. And, of course, the main benefit to be derived in that is that it eliminates at least part of the transportation problem of people having to go into the county office and pick up the stamps and pay the transportation. So it will be interesting to see to what extent that really raise the participation level in the State.

Mrs. DeLee, I think, will indicate the reasons, at least, in our opinion why some of these better things are happening in the State. I think we have had something to do with it.

REMARKS OF MRS. VICTORIA DELEE OF SOUTH CAROLINA

Mrs. **DeLee**. Yes. The reason for that is because maybe some of you haven't read about it, but we had a meeting with Dr. Ellis, which is the new director of the Welfare Department. First, when he took office he, I think he got in there, he was coming on the same basis that Dr. Rufus was, a die-hard. You could tell him to go on and say what he was going, but—because in the civil rights commissioner we had a hearing and they submit proposals to Dr. Ellis, he refused to comment on this proposal, but—so we had a hearing with Dr. Ellis which we kind of forced him to do to hear us, and while we had this discussion with him we told exactly what we meant for him to do.

And so they was pretty cocky in his office like, well he knows we weren't playing, so that day he met with NAACP group, he talked to them because—first, he said he couldn't do it, but he did. And we pitched in his office and we let him know we meant business. So I think Dr. Ellis got the message that we intend to disrupt that system that he had already started to—in fact, I told him that I—he said he take the position because that—and he rep—he asked me did I know why he took the position. I said well, the reason I feel like you take the position of being director of the Welfare Department because you seen

Dr. Rufus was doing such a good job keeping the poor people down, and you felt like if you take it, you could do still a better job. So he said his aims was to do better, so we—I told him—but he is going to do better because we intend to put pressure on him.

So I think this is one of the reasons—in fact, I know that this is a part of the reason that they have made this new—and the new governor, Governor West, took office, because they know we are not playing down in South Carolina now, and but, a woman said that some of the things that happened—I don't know how well that is going to work. I'll have to—it is first going to have to—let's see if in the reaction tend to really know how it is going to—how it is going to work. Because, right now like—other people saying just now, speaking on their situation, we got it terrible. And it really hurts me to start talking about the food stamp and the welfare situation in the State of South Carolina because all of it is the same as it is in Arkansas and whatnot, because right now we have people that if you are a welfare recipient, meaning that as the lady said in the beginning, a mother, an old lady living in the house with her daughter, and if she is getting a welfare check and the daughter is working, they got some gimmick that says if you are cooking out of the same pot then you can't even get food stamps. You have to cook separate. Also if you on welfare, if a mother stays with her daughter, and she is on welfare, probably her check may be $59 but if she lives with her daughter they will cut that down because they says that her daughter, a daughter owes that to the mother to take care of her, so they cut the check down to $42 or $43.

Then if they don't the old lady can't get food stamps, and this goes on all over. We have cases there where unwed mother got children and on some stamps, if somebody turns, you know, reports saying that the woman got a boyfriend, turn around say which, you know, the food stamps go through the welfare office, the welfare director—she is always in charge, because when you get to the food stamp office then they will, are apt to check with the welfare director, if it is a case, maybe they feel like that she should have something to do with it, she will have—if somebody turns and says this woman got a boyfriend, she going to have to cut in to say whether this boyfriend gives this woman $5 a month or, if—because she feel like—and the welfare though question the woman up to saying, "Well, I know you wouldn't have a boyfriend unless he is giving you some money". And maybe the poor girl might say, "Yes, he gives me $5 this month—or $2." Then they says put her down that she gets $5 a month extra coming in from somebody else. Probably maybe one dollar or more than let her be eligible for food stamps.

So these are the situations and it is awful. I am telling you. Somebody said wonder if it is from the state level. No it is not. It is from the Federal level, because I myself called the Agriculture Department here in Washington and they give me them same fool answers just like it is down in my county.

They will say well, you got to, you know, you got to—the only way you can be eligible that you got to—can't make but so much and so much. And when you get through hashing it out in Washington, sometimes I wonders how much (unintelligible) because they all talk just alike.

So these are the things that we go through with that. If anybody asks me do I have the answer, yes, I does, I got the answer for all. That is just why I am running for this position, because I feel like if I am elected to Congress, Honey Sugarpie, I am going to disrupt this system.

(Chorus of "Right On") [Applause]

Mrs. DeLee. And that is why I am traveling all about because—now everybody is—want to say that they want to do something about the system, they want to help. But you got—you got the answer too. So I am a very fair woman and I am depending on my people down in the First Congressional District to support me with votes, that they are the good people. And I am depending on these people that got the money to send me some money to win this election because I got to start over, I got to get the loot, $50,000, and if anybody said they want to help, you just send a donation to me, because I am going to win this seat to Congress and if I get up here I am going to change this system, because anybody knows that Victoria DeLee going on—everybody know that she going all day, even the Federal judge, because, you know met him out around too. [Laughter.]

So if you know why I am saying this, that you can send all your contributions to Mrs. Septima Clark, 269 (unintelligible) Street, Charleston, South Carolina, but it is Victoria DeLee for Congress.

So that is my answer. Because God knows I have been in this county and I know every board—you name it, I am here—and there. And the only thing I see now to do is get in Washington because it needs somebody to carry it up here and we will get something done down there. That is why I am doing it.

So this is it.

The CHAIRMAN. All right.

Mrs. DELEE. And I am ready for any questions.

The CHAIRMAN. If everybody— [Laughter and applause.]

Well, everybody's heard what Mrs. DeLee is depending on us to do.

Mrs. DELEE. Right.

The CHAIRMAN. Say, Mrs. DeLee, you and Mrs. Septma Clark would make——

Are there any questions for Mrs. DeLee?

Mrs. DELEE. She's my treasurer because you see, you can't trust everybody. [Laughter.]

QUESTION. I have got a question for Mrs. DeLee or Mr. Mathias, either one I believe South Carolina in form at any rate operates all the State Welfare departments. I mean, it isn't a county; it isn't run by the county government.

Mrs. DELEE. No.

QUESTION. Do you think that makes any difference in atti—in the—do you see any difference in the attitude of the local officials of the local welfare department than we heard from Arkansas or Kentucky or—in other words, does the state department really try to improve things all over the State or does it leave things pretty much up to the local directors?

Mr. MATHIAS. I would like to respond by saying that it is apparent to us that the situation that exists in Dorchester County is typical of one that exists throughout the State. And the new director has evidences, or, at least, indicated that he will respond affirmatively to complaints. But there is no affirmative action program that he is going to initiate—at least it appears to us—to deal with the situation.

For example, the problem of discourteous treatment of welfare applicants and recipients—if you do send him a complaint he will act on it. However, we can't, you know, be sending in complaints for all people in the State and it is just too time-consuming. It is obvious to us that there should be some effort made to—to evaluate the sensitivities of welfare personnel to, in fact, deal with poor people, to see if they are equipped to do that in a noncondescending manner. And we have gotten very little indication that he is going to move in that direction.

I think that—it is the same point that Dr. Henderson made to the question of really the ability of State government as well as local government to really deal with the problem.

QUESTION. Mrs. DeLee I have been knowing you for some while and I sure hope you get to Congress.

Mrs. DELEE. I am going there, Babe.

QUESTION. And as soon as you get there, or in the meantime, or when you do get there, I know a little bit about—to back up what you are saying, Louisiana and Tennessee, just for two places in rural areas where people get mistreated the same way so that—and some of the other witnesses, we get a picture of the local people who seem to have some kind of self-righteousness, the holier-than-thou attitude, that somehow we are not good enough as people to be able to judge whether somebody else is worthy. In all these cases we have of when somebody tries to improve themselves, like a daughter comes home from college and works in summertime so she can go back to college, the family is taken off because someone is working.

So that every step a person tries to make to get up—would it not—would you not—think—her—I would like to ask your opinion of this, that all the money that goes for the local people to administer the program, their incompetent to do it just because they are not big enough.

What would you think of the system, it has been suggested before, where people who need a certain minimum income, standard, automatically get their checks from Washington, the way they get Social Security checks, that it is automatic, all these people who are administering, don't have to administer, they can get on the program if they don't have any other way of making a living, but more of the money goes to the people that need it without all the waiting in line and harassment and the self-righteous attitude that keeps people off. What would you think of something like that?

Mrs. DeLee. Well, I think that you are saying that it would be—you think it would be better, instead of getting their check from the local, that instead they would get it from Washington. Well, I think——

Question. Automatically.

Mrs. DeLee. Automatically. Yes, I think that would be a good thing, I think that would be the best, but I still believe it needs somebody up there who, you know, to do something in Washington, because the Administration up here needs shaken up plenty because they would find—they would have somebody that's got—I just really believe if this was to happen it would—it would be something like the welfare, because right now the State left it up to the local to say an estimate on how much a family should, you know, receive. And then when they get this into state department, then this is how you get the checks.

And if the Federal Government have to do it all, I just believe this is the kind of way they would have, some kind of new little gimmick about the thing. So I really believe we going to have to have somebody up there who knew to, you know, change that system we got right up here.

But I believe that is what we would have.

Question. We would have federal standards and not leave it up to the local people.

Mrs. DeLee. Oh, god, don't leave nothing up to the local people because shame on us, because—I mean that is what our problem is with schools, lunch programs, and welfare, you name it, because too much of it is left in the local people's hands.

The Chairman. Dr. Wheeler?

Dr. Wheeler. One brief question, asked of Mr. Mathias.

If I understand it, there was actually a pilot project in South Carolina where free food stamps were a way of life. In fact this is the only one. Could you give us the status on that?

Mr. Mathias. That was at Beaufort and Jasper Counties, and I regret that I do not have figures on that. My feeling is that it has not been overly successful, that is just an undocumented feeling. I am sorry I don't have any figures on those two counties.

The Chairman. On that point, Mr. Mathias, that program was introduced in Beaufort and Jasper Counties in early 1969 with a good bit of national publicity was it not?

Mr. Mathias. Right.

The Chairman. And it is true that that program, with some free stamps has spread through zero other counties in the whole United States?

Mr. Mathias. I think that was the only two that currently are receiving—people—I think the income cut out for that, as I recall, people under, what was it, $30 a month.

Mrs. DeLee. That is right.

Mr. Mathias. So you see, you know, first of all, it is set to reach a minimum number of people and again, I don't have the figures, but my impression is, that even with that very low cutoff, there has been relatively little aggressive action to reach even those people.

The Chairman. About 7500 people in the two-county total getting some kind of food stamps, I don't know how many of them are getting them free.

Mr. Mathias. I tried to ascertain that this morning but those folks are taking the day off.

The Chairman. Other questions for Mrs. DeLee and Mr. Mathias. I want to thank both of you very, very much. And stay around for this afternoon.

We are going to have one other state. I believe somebody is here from Texas, and then we are going to have a statement after that from Dr. George Wiley of the National Welfare Rights Organization.

Is Mrs. Marcella Hubbard from San Antonio here?

Mrs. Hubbard, we have a printed statement from you, I believe. Perhaps you could summarize it for us.

STATEMENT OF MARCELLA HUBBARD, SAN ANTONIO, TEX.

FOOD STAMP PROGRAM VERSUS COMMODITIES

Recently in San Antonio, Texas there was a very real possibility that the commodities program would be re-instated if the foods for the food stamp program were not increased. Mrs. Jo Ann Gutierrez—president of the National Welfare Rights affiliate said that if the commodities came back—all hell would break loose. In effect she was saying that the commodities program is not adequate and cannot be in any way compared to the food stamp program which allows families to buy and decide what they want and need to eat.

FOOD STAMP PARTICIPATION

The city of San Antonio has a population of more than 50% Mexican-Americans—a large segment of this group is unable to find jobs which would allow them to live at a decent level—most of our problems are unskilled labor—no factories—and labor is cheap—because of our people's need for money—often they will work at less then a dollar an hour. Thus we have thousands of families living on incomes of less than $4000 a year. At present San Antonio has a participation of 76,885 non-welfare recipients buying food stamps—and 68,323 welfare assisted families on the program—yet we know that more families are eligible—why are they not participating?

Distribution of Food Stamps

There is no question—that the method used to distribute the stamps is a major reason for this lack of participation. An example of this is the fact that no woman looks forward to spending an entire day at the food stamp office—she may even find that she has to come back the next day before she can purchase the stamps. One of the big factors in this is that no method has been designed to effectively deal with the problem of processing the people.

SCHOOL LUNCH PROGRAM

There is no question that lunch programs are essential and should not be restricted to poverty pockets only. It has been our experience that though we have the program in our school district—participation has not been what we would like. This being mainly due to the fact that children are still being issued blue tickets—quotas are maintained on how many children can participate per school and that children who are on this program do not get served dessert. It can also be blamed that not enough effort has been made to inform the community and the parents about this program.

SPECIAL PROBLEMS

A study conducted in 1969 by the Federation for the Advancement of the Mexican-American showed that chicano students were more likely to attend school when Mexican-food was served in the cafeterias. The Mexican-American has many problems—one is the drop-out rate—we can not keep our children in school if they are starving during the day.

We must also keep in mind that children do not cease to be hungry when they get out of elementary school—Just as we require by law that all criminals be punished—so must we require by law that all school children be fed free—and once we do that—then we can move to appropriate funds to carry out the law.

It is my hope that the new school lunch law—effective January 1, 1971 will begin to correct many of the injustices which we all know exist.

PERSONNEL—ATTITUDES

Personnel play a key part not only in encouraging participation but in speeding up the process of service—often they treat the potential participants in humiliating and degrading fashions. Add to this the tendency of shoving families with administrative problems on one another and you have one big factor in why people rather not participate. One of the biggest problems which cost great delays and mistakes is that many of the workers at the food stamp offices are no knowledgable in either USDA or local guidelines. Yet they take it upon themselves to verbally decide whether family X can participate or not.

Since we seek to bring food to thousands of families as soon as possible—we need to look for new ways and new ideas. In some states they are using computers to estimate the amounts for food stamps for each family then mailing the stamps along with the checks—having deducted the amount for them already.

What if an agreement could be worked out—whereby a store chain would agree to bond and pay the salary of one of its employees—who would sell stamps to certified persons. More people could then go to their local Safeway or other chain and quickly buy their stamps and groceries. This would alleviate the congestion at the central office—the businessman would stand to gain from such a service and we would service our people quickly.

Mrs. Hubbard. Yes, I thought——

The Chairman. First, I want to welcome you here.

Mrs. Hubbard. Thank you.

I must say that I am distressed that I don't see any more people from Texas or from the Southwest, because I think that we have a very serious problem and lack of representation is a part of it.

The Chairman. Well, we had—I might add—we had invited another gentleman who didn't make it. But we—we had some feeling about that.

Remarks of Mrs. Marcella Hubbard, of San Antonio, Tex.

Mrs. Hubbard. Well, I come to you and address myself mainly to the problem of San Antonio, which is in Bexar County, and we have the distinction of not just talking about having diseases; we actually just go ahead and produce the patient. We just lost eight people in a diphtheria epidemic and we have 102 registered cases of the disease.

Recently, in San Antonio, the Welfare Rights was told that there was a possibilit we would lose the Food Stamp program. At that time, the people made it felt to do so would be to let loose—the people would just raise cain over it. I think what they were saying to us is that the commodities cannot in anyway be considered an effective program. And that somehow we must come up with the funds to produce the Food Stamp program.

The next problem that we have, sir, seems to be the participation. It seems to be that the officials of the Food Stamp office through their attitude, the way they humiliate the people, and the fact that workers themselves are so uninformed that they give false statements to people. People will come in and ask for help and a worker, not knowing the guidelines set down by the U.S.D.A., and not knowing the guidelines of the State of Texas, will take it upon themselves to tell the recipients whether or not they are eligible for this program. And they discourage these people because they give them false information—they usually cannot—or they shove these people on to another worker because they don't know the guidelines. These people end up being shoved from one office to another to another and they are never serviced.

Out of a total of welfare families we have only 58,323 participate in the Food Stamp program, and in the county, where it has been shown that hunger is prevalent and where the minor—the majority of the Mexican-Americans are earning less than $4,000 a year and where the average Mexican-American family constitutes 6 to 8 people, there is something lacking there, there is something very basically wrong when only such a small number are participating in the program.

And I think that the problem we have to address ourselves to is the way the people are treated when they go in to seek help and the fact that enough information is not being put out. People don't know that they are eligible; people don't know that this program is there for their benefit.

And the second thing, sir, is the way that it is being handled. The distribution of the Food Stamp program is a problem in itself. So many of the people—I can only repeat what some of these people have already said—that the mothers go there and they spend all day waiting to be served. They have—sometimes we have cases where people have to go back a second day to try and get serviced. This is a disgrace. These people are hungry. They are hungry when they go there. They usually walk to the Food Stamp office to get serviced.

It would seem to us, sir, and this is a suggestion that was made with the Welfare Rights Organization and positively bears some consideration: a suggestion we have some means of selling the car license plates—we let the local chain store, such as Safeway or so forth, handle this. You can go in and buy your license plate at your local grocery store. That so now should an agreement be worked out with your local chain store, where they would bond a person and pay the seller or employer of that store, so that person could in turn sell the food stamps. And this would alleviate the congestion at the central office, the delay, and all he would have to go there would be to be recertified and to be interviewed for eligibility.

And so this is basically what I have come to say.

Thank you.

The Chairman. Thank you very much.

I might say that Mrs. Hubbard has brought some photographs here and you can't see them out there, but these are photographs of the place in San Antonio or a place in San Antonio where people have to go to receive their food stamps.

Mrs. Hubbard. I might add—

The CHAIRMAN.—It is written in the back of one of them that people are herded into cattle-like corrals to—and indeed from looking at these pictures, they look like—that is what it looks like. And I think that is inhuman.

Mrs. HUBBARD. I think it should be made clear that the Food Stamp office is situated next to a glue factory, and that people are continually becoming ill for waiting to be served, from the fumes that are coming in from the glue factory. And this has been pointed out repeatedly and nothing has been done.

Thank you.

QUESTION. How long have you had a food stamp program in San Antonio?

Mrs. HUBBARD. We have had it now about three years. But there is a possibility we will not have it again.

QUESTION. If I recall correctly, we were down there 1968 I believe it was, that we had a hearing—this board did—and at that time there was no food stamp but there was considerable resistance, as I recall correctly too, to the food stamp programs. And I presume the reason why it is possible you might lose it is because there is still some resistance to the program.

Mrs. HUBBARD. Well, there is a great deal of resistance to the program itself on the idea that it is giving free money to the lazy and to the poor. But I think one of the things that has added to our problems at this time is that a million dollars, over a million dollars in food stamps was stolen from the food stamp office by food stamp employees, but it is coming out to look like as though that administration which could not manage to discover this—it is not being blamed on the administration but on the poor. That if it weren't necessary to have the Food Stamp program, then the fraud would not have taken place.

And that is choking the poor.

The CHAIRMAN. Any other questions for Mrs. Hubbard?

Mr. SORENSON. Mrs. Hubbard, when we were in—when this board was in San Antonio three years ago, or three and a half years ago, the extensiveness of hunger and malnutrition in San Antonio was appalling. I just wondered if you would like to comment on the conditions today.

Mrs. HUBBARD. They have only grown worse. They are not getting any better. I think that the only way they could be a little bit better off would be if we had a tremendous drive to get everyone to qualify for food stamps. That would be the only way. And then again you would run into the problem of how many people can actually afford to buy sufficient food stamps to survive adequately for a month. And I don't think that we are going that way. I really feel that we are going the opposite.

The CHAIRMAN. Just by chance, Mrs. Hubbard, I happened to be in San Antonio last week, and I was impressed again about how pretty the downtown section of San Antonio is.

Mrs. HUBBARD. I would like to invite you to come to the West Side.

The CHAIRMAN. What I was going to say, this is truly a city of two cities, isn't it?

Mrs. HUBBARD. Yes. And the beauty of the city is being paid for by the poverty section and the poor.

Thank you.

The CHAIRMAN. Thank you very much. (Applause.) The last of our witnesses from the States about conditions in the localities. And there is not much to add to what they said, and I have nothing to add to it.

So we are going to have now a statement from a representative of the National Welfare Rights Organization. Is Dr. Wiley here?

Dr. Wiley we are going to ask you in a minute to introduce the ladies you have with you.

I would like to say to you and to the group that I feel that those who have been pressing for a better food program for this country in the last few years, have been part of the movement which the National Welfare Rights Organization spearheaded. I think it has been one movement. And I think it ought to become even more closely unified, because I think that the National Welfare Rights Organization stands for is what we have stood for. And it is a very special privilege to have you here today, and why don't you introduce your two charming escorts.

REMARKS OF DR. GEORGE WILEY OF THE NATIONAL WELFARE RIGHTS ORGANIZATION

Dr. WILEY. Thank you, Mr. Dunbar. With me today are two representatives of our local affiliate in Washoe County, in Nevada, which is the county in the

Reno-Carson City area. On my left Mrs. Johanna Bustam[illegible] and on my left, Mrs. Geraldine Decker.

I have asked them to come with me today because the problems of welfare in Nevada really exemplify some of the horrors of welfare systems, exemplify the failure of this Administration to effectively protect the rights and enforce the laws as they apply to poor people, and, I think also, dramatize the fact that the proposals for welfare reform as advanced by the Nixon Administration, have nothing to do with the problems that poor people in the State of Nevada have.

President Nixon has described our present welfare system as a monstrous consuming outrage. We in the Welfare Rights Organization think that his response to it in proposing an inadequate family assistance plan that is in fact a repression and an undermining the rights that people have under this outrageous system that we have at the present time, is to introduce a program that is more outrageous under the guise of welfare reform. And to me it is a matter of continuing disappointment that so many elements of the—in the liberal communities have been hoodwinked by these Nixon proposals. And the fact that these empty principles and hollow rhetoric that the Administration has advanced are the—so many people seem to think that these represent a first step toward reforming the nightmares of our welfare system.

We, the organized poor people of this nation, have condemned Nixon's so-called welfare reform. We have renewed our resolve to fight this proposal and not only to fight against the Nixon welfare reform proposal. We announced today our intent to fight for the defeat of any proposals that do not seriously attempt to reform the welfare system. And by that, we mean proposals that do not permit this nation to—dealing with a fundamental problem of poverty, and that is the lack of an adequate income to meet the actual needs that families, that poor people have for food, for shelter, for housing in this country today. (Applause.)

Dr. WILEY. Our proposal introduced as legislation by Senator McCarthy in the last term, calls for a $5500 floor under income. That proposal, extrapolated to today's living costs and today's needs, would amount to a $6500 floor under income. And yet the Nixon Administration has proposed a $1600 benefit level as though this is going to be a step toward dealing with poverty in this country.

We feel, and we call attention to the fact that the White House Conference on Food, Nutrition, and Health in 1969, identified as a top priority for eliminating hunger and malnutrition, the establishment of a $5500 guaranteed income and that a cash assistance program of this sort should be the basic goal for eliminating hunger and malnutrition. And we note that President Nixon attacked that proposal as a proposal that not only would he not support, but a proposal that he went out of his way to say should not be implemented.

Now we say—we say that the Nixon program fails to meet all of the basic tests of welfare reform. And I would like to just cite a half dozen basic principles for welfare reform and measure the Nixon proposal against them.

First of all, it should make an adequate floor under income; an adequate floor means $6500 for a family of four or according to the Bureau of Labor Statistics' own survey as to what it takes to live in the various parts of the country.

Second, it would provide the income, and you have heard the testimony today, it would provide the income in a way that is not degrading to the recipients of that income.

Thirdly, it would provide the system with justice as well as dignity and protect the rights of poor people under that who are receiving it.

Fourth, it must provide the income through a simple administrative mechanism that will not operate in the way in which our present welfare and food stamp programs do.

Fifth, it must provide the income in an equitable fashion so we do not have the tremendous disparities from one part of the country to another, and the tremendous disparities of one class of people to another. And I cite, for example, the fact that mothers and children in this country are treated the worst of all of the welfare programs.

Sixth, it must provide economic and other incentives for people to become self-sufficient. That is to say, a work incentive, and by that we do not mean a forced work provision; we mean day-care programs, we mean job-training programs, and we mean an ability to keep a portion of earned income so there is a smooth transition from the program to self-sufficiency.

And finally—and finally, it must redistribute income; it must begin to provide the poor people with a relatively competitive position in the economy so we are not simply giving poor people a little bit of money and then inflation takes it away from them.

I would submit to you today that the Nixon proposals fail every one of these tests. It certainly does not provide an adequate income, and, it, in fact, will undermine the income of 90 per cent of the recipients of AFDC at the present time. Second, it provides the income with more bureaucracy, more harassment, more investigation, and more insults to the dignity of recipients than the present system. Thirdly, the Nixon proposal does not protect the rights of poor people, and in fact, rights that poor people presently have under the present welfare system, are undermined under the Nixon proposal. Fourth, the administration that Nixon proposes is more complex than the present welfare bureaucracy and you may find that hard to imagine, but one expert has estimated that there are 64 different Federal-State arrangements possible in each of the 54 different States and jurisdictions that presently operate welfare programs. So the administrative nightmare of welare is perpetuated and expanded. Fifth, the equitable distribution of income of the Nixon proposal continues the categorical approach where families are put in one category which will have a very low income; old people are treated differently; and childless couples are yet in another category which get no assistance whatsoever under his proposal.

Again, the disparities between States will be perpetuated under this system. There will be—you still have the—you will have a $1600 floor but you will still have great variation in State programs.

Sixth, the economic incentives to work are very complicated. There are a lot of pockets and notches and disincentives in the plan; these have been exposed by the Senate Finance Committee when the Administration testified, and; seventh, they certainly do not—it does not redistribute income in any significant way. As a matter of fact the Nixon plan will simply perpetuate poverty. It puts poor people who are not working in competition with the working poor. And this is an aspect of the bill which has not been well understood. People have hailed it as helping the working poor, when, in fact, its forced work provision without any wage protection whatsoever, and without any job standards whatsoever, means that welfare mothers are to be forced into the labor market to compete for the very small number of unskilled jobs with domestic workers, with hospital workers, and with farm workers which will certainly undermine their wages and working conditions. We regard that as an attack on working poor, rather than assistance to working poor.

We cite these things to say that the family assistance plan is really better described as a family destruction plan. It is not a welfare reform proposal; it is a welfare repression proposal. And that we think that that proposal must be resisted by all of the people who want to see real welfare reform.

I would like to close by stating that we in Welfare Rights are proud of the Kentucky Welfare Rights, the East Kentucky Welfare Rights Organization that testified; references to the Welfare Rights organizations in South Carolina and in Texas and in other places that are associated with NWRO, have been fighting a battle to implement these Federal programs, to see that rights of poor people are protected. And the fact that the Nixon Administration called the welfare system a monstrous consuming outrage is because poor people have been winning that struggle, and poor people have been getting more benefits out of the welfare system than Nixon or any of the people who are in power wanted poor people to obtain. And the fact that they are proposing a welfare reform at this time is in direct response to the movement of poor people at the grassroots level for adequate income.

We hope that you and the others and the coalitions that have led the fight against hunger will support the demand for an adequate income as the best solution for an end of hunger; we hope you will help us use this time of welfare crisis to fight for an adequate income proposal and not to settle for a token program that relieves the pressure on the state, that Welfare Rights has created; we hope you will not allow a token proposal that relieves the pressure on the state without dealing with the problem of adequate income for poor people.

We intend to resist any such proposals that attempt to do that.

We expect that in 1971 there is going to be serious repression against poor people by the state. Because our movement has forced the state into a serious financial crisis which we think is the root cause of the pressure for welfare reform today. We expect that States are going to be striking back against poor people, and we are going to have to fight as we never fought before to protect those rights.

The State of Nevada has opened this attack on poor people with the vicious cutting off of 22 per cent of the welfare population. Some 3,000 recipients have been summarily cut off welfare in violation of their rights without any observing of due process. Another 28 per cent of the welfare population has had their grant cut again without observation of their rights to due process. And we have brought, we have started what we call Operation Nevada, where we have brought recipient leaders into the state; we have brought lawyers into the state; we have brought staff and other volunteers, to fight against these repressions in the State of Nevada. I want to report today that we are making progress in that struggle; it has only been going for about ten days, but we have gotten to the point and we have made the demands that these cuts be turned around. We have gotten a show-cause order in the courts, and we have some hope of winning some of the initial ground in the court.

But we have served notice on the State of Nevada that we intend to conduct a massive campaign of direct action, of demonstrations, to disrupt the gambling and gaming industry in the State of Nevada if that is necessary, and if—we intend to show that States that gamble with the lives of poor people we are going to counterattack and deal with them directly.

I want to call upon, now, Mrs. Bustamonto and Mrs. Decker to tell you directly of some of the kinds of problems that they have encountered in Nevada and then we will open it up to questions. (Applause.)

REMARKS OF MRS. JOHANNA BUSTAMONTO OF RENO, NEVADA

Mrs. BUSTAMONTO. To begin with, I would like to say something about—we have this surplus food in Nevada, and presently, my children—which is three—and I are under medication for bleeding ulcers. We do not have them yet, but we are under medication for it from the food. I had ptomaine poisoning twice last month. So that means I can't eat this food. I have no money for any other food, because all I receive is $140 a month to take care of me and my children.

The CHAIRMAN. Could you say where you live, Mrs. Bustamonto?

Mrs. BUSTAMONTO. I live in Reno, Nevada.

The CHAIRMAN. Reno.

Mrs. BUSTAMONTO. Yes.

And there is a lot of people also, cases, we had all of this without fair hearing. We are not notified why we are cut; they just cut us off. Which we had just found out by the National Welfare Rights Organization that we have a title to a fair hearing. The social workers of the Welfare Department in Nevada will not tell you what you are entitled to, they will not come to your home and help you in any way. You ask them something, they say "I don't know." You say, "Well, who knows?" They say, "I don't know." The whole state is "I don't know." You can't get any help unless you find it out yourself.

There are many incidents where the Medicare—the children are not properly being taken care of. If they need cripple shoes, or if they need braces, or any type of help with glasses or something they are deprived of them. The hot food lunch program, the principals and teachers are harassing the children. For instance, my son was told he will not receive any more free hot lunches if he is late. He is late because I cannot afford an alarm clock, but I do send him to school. And they told him that he cannot have any more free hot lunches. And all the kids that are in this hot lunch program are being harassed; they have to go in a single line by themselves and a lot of them, this is their only good meal a day, are refusing to take it because they are being embarrassed by the other children. That they tell them that these are the free hot lunch children so they must stand on one side. And there is no ambulance service in Nevada for this ADC program except for a certain time; and the food program you can only pick it up one day a week, a month that is. And if you are not there you go without food for the month. So you have to make arrangements to be there, to pick it up within an two-hour period.

And it took many, many cases that are really cumulative from that case, like we have no program for—if you are totally disabled; there are a lot of children which are mentally retarded or disabled in some way, are getting cut off the grant, and they have to struggle for themselves with no money coming in, even though they are still living in the parents' house, the parents still have to take care of the child but there is no money for it; they get taken off the grant.

If your child fails in school, he gets taken off your grant. Which is, if they had the proper food these children would be able to sit down and study and learn; if their mother wasn't being harassed by the social worker, by the welfare department, the children at home would be at ease, they would not be a complete nervous wreck, which they are, and that is one of the reasons why they are failing.

The Chairman. Could you—I am not sure I heard you correctly, Mrs. Bustamonte, did you say that in Reno, Nevada, if your child fails in schools——

Mrs. Bustamonte. Right, they are taken off the grant. If they quit school at 16 although they are living at home they are taken off your grant.

Oh, there is a lot of laws out there that are kind of quite shocking. (Laughing.)

Dr. Wiley. That is a State Welfare regulation in Nevada, that a child who fails a grade in school may be taken—is cut off the grant, and they are doing it. And as part of our operation we are planning a suit, a lawsuit, to challenge that regulation. But it is happening in the State of Nevada today.

Mrs. Bustamonte. And also the Welfare Department believes everyone but the welfare mother. They do not come and ask her if this is true, or we heard this or that; they just say, "Oh, you're cut off." They don't even send you a letter. They just don't even send you your check, so here you are sitting waiting for the money to come in and then they say, you call down there to find out why, "Well, we don't know; we have to look." And you have to keep carping, harassing them, because they are harassing you to find out what happened to your money. They will not tell you anything right out; they come in your home and they lie to you. They get people to sign affidavits against you. This may not even be true, but they don't ask you. And you are the one receiving the money.

And everything is very, very unfair in Nevada. No matter what you do, if you earn a couple of dollars, even if it is two dollars, that, of course, is taken off your grant; even though it is to feed your kids, and to put oil in the house and the other things like water. Our water bill in Nevada is eight dollars, everybody pays eight dollars for water. That is the minimum. We get a dollar towards that. Now how can we go to the water company and say, "Well, this is all Welfare gives us, is a dollar." With the rising cost of living that is really going up and up and up and everybody is complaining about more money; the state department, of course, is getting a raise; everybody in public office is getting a raise, but we are not. We got to live on this small amount and it is impossible.

And that is all I have to say. (Applause.)

Dr. Wiley. I would just like to amplify two points about what she said.

Most of the—most of what she has described about what happens to people in Nevada is illegal under present welfare law, and these practices have been going on in the State of Nevada right along. This is the basic denial of rights, and nothing is done to protect the rights of poor people.

Secondly, the fact that we have now these massive cut-offs of people and their grants, both Mrs. Decker and Mrs. Bustamonte have had their welfare grants cut in the last month, without any notification, advance notification, or protection of their rights in direct violation of Federal law. Nothing is done by the Administration. The Administration says it is investigating to see if any violation of Federal law is taking place but nothing has been done in any of these cases.

In addition, I want to point out that this situation—the entire thing that has been described—there is to my knowledge nothing in the Nixon welfare reform proposal—I want to emphasize, there is nothing in the Nixon welfare reform proposal that will change those conditions for these ladies. And we believe that those conditions would be made worse.

Mrs. Bustamonte gets $140 a month at the present time which is inadequate to meet her needs. The Nixon Administration is proposing a floor of $133 a month. And I would guess in the State of Nevada there will be moves to reduce her to that level. Even though the Administration says it will protect people at their present grant level, they haven't protected the rights of people so far. We have no reason to believe that even her present inadequate grant is likely to be maintained under this system.

The Chairman. I would like to turn to Dr. Wiley. Could I just ask you—you have said that in the State of Nevada Federal regulations are violated by the State Administration.

Dr. Wiley. Yes, routinely.

The CHAIRMAN. If I could digress from Nevada for a minute, out of your experience across the country does that frequently happen?

Dr. WILEY. That is a universal experience. In every State in the Union there are gross violations. I might say that we have called these to the attention of HEW on many, many occasions. We have brought thousands of complaints to their attention and the wave of—the 3 or 4 conformity hearings that have been held now actually are a result of a lawsuit we filed against HEW to try to cut off the Federal funds to 23 States. And in response to that lawsuit they moved on conformity hearings in four States. They are now getting much credit for enforcing the Federal regulations, but it was only in direct response to a court order; we won the first round of that lawsuit, attempting to bring mandamus action against then Secretary Finch to enforce the Federal regulations. And they moved very slowly on that, as you know.

The CHAIRMAN. So what you frequently have here then is a pattern of official lawlessness?

Dr. WILEY. Exactly. Exactly.

The CHAIRMAN. And it occurs at that point where the Government comes in the closest contact with poor people, doesn't it?

Dr. WILEY. Yes.

The CHAIRMAN. And——

Dr. WILEY. What I want—what I want to especially emphasize, however, is that the nitty-gritty of what is going to happen to most of the welfare recipients—if the Family Assistance Plan would have passed, is what happens under the State Supplementation Program, around which there has been relatively little discussion. In other words, presumably Mrs. Bustamonte would get $133 from the Federal program if Family Assistance passed, she would then get her other seven dollars from the State program. The state is very likely to just tell the Federal Government to go to hell as far any kind of standards in those programs, and that is our great concern. Is whether these—any kind of supplemental programs are going to really work and whether recipients rights are going to be protected under them. If our present experience under AFDC is any measure, recipients are going to be much worse off under those supplemental programs. Standards aren't going to be maintained. Rights are not going to be protected. And the States are very likely to ride even more roughshod over recipients rights than they do at the present time.

It also adds complexity to the administration, because you can see that you probably will be going to one agency for $1600 and to another agency for the $7, in the case of Nevada, adding to the complexity of an already-over-complicated bureaucracy.

The CHAIRMAN. Thank you.

Mrs. Decker, do you want to say something?

REMARKS OF MRS. GERALDINE DECKER OF NEVADA

Mrs. DECKER. My name is Geraldine Decker. I am from Reno, Nevada. I am an American-Indian. I am a Yukes Mericle Prentema tribe. And because I don't live on the reservation, I am not entitled to any—well, any of the privileges that are given to the Indians that do live on reservations. I actually don't choose to live on a reservation because I—well, I would prefer to live off. The advantages are a little better. I don't really know how it is with other people and how they are treated when they go to apprise welfare systems, but I know that in the State of Nevada, it is really bad because some of the questions they ask you are, I don't know, I feel that they are unnecessary and is degrading. (Crying).

I mean, they do not take into consideration your feelings on the questions that they ask you. To me they are too personal, and trying to determine who your children's father is. I mean, you can't go to them and say "My husband has left me and I need help". I mean, they don't take you at your word. They say the reason that they ask you these questions is so that they can determine whether the man you say is the father of your child is, and—we had a meeting where we had people from the District Attorney's office, and they came out with the facts that they felt that they would much rather believe the father or the man that is involved in the case because the women and the mother of the child is usually lying.

And I feel that they are very unfair in this and I—on some of the points that Mrs. Bustamonte brought up, she made the statement about how the children were treated with the hot lunch program. And 99 per cent of the time, you as an

ABC recipient are never told that your child is able to get a hot lunch. You never know these things unless you find them out from another recipient, and on the questions of your people going after your commodity food, I think they deal with the elderly people very wrongly, because these elderly people, the majority of them are over 65 years old, and they have to carry their own groceries, and they have men standing there, that help the people that work there, to pack the boxes and whatnot, but when it comes down to helping these old people, they will stand there and I have heard them swear at these old people, because they ask them "Could you carry my box for me", and they think this is terrible to have to help these people.

Now a lot of the mothers, they are totally dependent on their welfare checks and as was stated before, these are very inadequate and when these mothers are forced to go out and work probably for a day or two to get extra money to feed their children, then they are told they are cheating and this is why they are either cut off entirely from their payments or they are cut down. They don't have enough money in the beginning and when they try to help themselves, then this is the way they are treated. And I think it is about time, and I think it has been stated before, that we are not going to take it anymore. We are tired. Everybody is tired of being treated like this (crying) and if we can get people going in Nevada, then I hope it goes in the rest of the States.

Mrs. DECKER. Really the ones that are suffering are the children, they are the ones that are suffering. They have to go without food, they have to go without education, they have to quit school, they are forced over the State of Nevada—what are all of these young girls who are going to quit school going to do? Without prostitution becoming legal? And that is another problem that a woman in Nevada has no choice in; there are very few jobs except going to the club and going out to become a prostitute. That is the only thing a woman can do in Nevada.

There is just too much going on there and someone has to stop it somewhere. They are depriving these people of money. The Welfare Department is cheating us in Nevada; we are not cheating them. (Applause.)

The CHAIRMAN. It is important to know that prostitution has been legalized in at least one county of Nevada.

Mrs. DECKER. Right.

Dr. WILEY. Yes, and there are moves to expand legalized prostitution around the State of Nevada which, to me, is an indication of the most gross kind of exploitation of women that you could imagine. We contend that it is a direct keeping of so many people in poverty, the denial is what is of course forcing many people into that kind of situation.

QUESTION. May I ask Mrs. Decker, if I may, you indicated in the beginning that you do not live on the reservation, you live off the reservation. Are you now participating in the welfare?

Mrs. DECKER. Yes.

QUESTION. You have the right to it as anyone else even though you are not on the reservation?

Mrs. DECKER. Yes.

QUESTION. How would you—what is the situation, to your knowledge, about the Indians who are on the reservation? Do they participate in the welfare in the State of Nevada?

Mrs. DECKER. Yes. Most—the people that live on the reservations and that are getting your commodity foods, when they first brought in the commodity foods, I do not—am not positive, but I believe it was that they each had to pay $5 per person in the family before they could qualify for their card. You know, so that they could pick up their commodity foods.

But now the way it is, they don't, they themselves, as individuals, do not pay a fee. But the tribe has to pay a dollar per case for food that they get of the commodity foods in which the individual tribes pass out, you know, among their own people.

Dr. WILEY. I might mention for amplification, Mrs. Decker spoke of the personal questions and the harassment that she received. She has told me before the session that she is married for a second time and has a child by a previous marriage. In direct violation of the Supreme Court decision on the step-father responsibility and the so-called man-in-the-house rule, the State of Nevada has cut her grant, saying that her present husband should be contributing to the support of the child by a previous marriage, when in fact, the Supreme Court decision is clear on this matter and there are Federal regulations that are clear on this matter and not only is this a clear violation of Federal regulations, but her rights as far as notice, of being notified of the department's intentions to do this, she received no notice whatsoever; she was not notified of her rights to a fair hearing, nor was she granted a hearing prior to this reduction in her grant; and to date, it is my understanding, she has to date, even though her grant has been cut, because of this, in violation of the Supreme Court decision, she has received, to this date, received no notification, no official notification as to why her grant was cut.

The CHAIRMAN. Any other questions?

Dr. WILEY. If anybody has any idea or any reason to be encouraged that these conditions are going to change, because of Nixon's welfare reform proposal, I would like to hear them, because our analysis is that these conditions will be as bad or likely worse if these kinds of proposals go through. (Applause.)

Dr. HENDERSON. I would just like to make an observation. Dr. Dunbar alluded to this in the beginning, but I would just like to reemphasize it, very quickly, and that is that the whole National Welfare Rights Movement which has been spearheaded by, I think, a very unusual person, has been, I think, one of the most important developments to occur in the last few years in the whole question of class movements and race movements in this country, and I think we owe a great deal of thanks to this organization for what it has done and what it apparently will continue to do and it needs all of our support.

I just have a feeling we wouldn't be as far along as we are had it not been for this development.

Mrs. BENNETT. Since these folks are so close to the field and around the country, I wonder if we could get a point of view on what you think about the President's proposal of sharing with the States and localities to handle the problems, since I gather Nevada says we don't have enough money that is why we are cutting, what about giving Nevada money to solve this problem. I would like to know what you think about that?

Dr. WILEY. You mean the revenue-sharing proposal? The proposal to give the States money with no strings attached for supposedly dealing with these problems. Would you ladies like to comment?

Mrs. BUSTAMONTE. Well, I think Nevada has enough of its own money to take care of its own people. There is a lot of money in Nevada and they are holding it all for emergencies. Now, if starving kids isn't an emergency, I would like to know what else is?

Dr. WILEY. Well, the incredible thing about the State of Nevada is there is not really a financial crisis there; they are not under any great financial stress in the State; they have this burgeoning gambling in the street which is bringing in apparently great revenues into the State, but the—George Miller, the welfare director there, wants to make himself a conservative hero in the country, and he is gone on this crusade supposedly to show the other States the ways in which they can cut their welfare roles and deal with their welfare problems.

He sent notices of this action to all the other State welfare directors. He did it with great fanfare and publicity and, in fact, a number of other States have and including people in the Congress, are beginning to look upon this as a way in cutting down welfare costs. The State of Rhode Island, for example, a relatively liberal state has passed a resolution saying that they are going to investigate all of their caseloads and find out if they can't cut their welfare grants as well.

We think that revenue-sharing by block grants to the States is going to be a disaster to the poor people. We don't think poor people are likely to get the money, and if they do get any of it it is likely to come in the same degrading kind of way that it does now. That is why we say the real revenue-sharing would be to take over the burden of State welfare payments by providing a Federal program which assures an adequate income floor for all people. By fighting for that at the Federal level we can assure that poor people are going to get the benefits of that program and are going to get it with a measure of dignity and justice and with a sense of fairplay. (Applause.)

VOICE: I would like to make a comment and ask Dr. Wiley a question.

I think Mrs. Bustamonte might have put her finger directly on the problem when she made the point that it is the children that are suffering the most the way we are treating our poor. This is undoubtedly true when we remember there are 12 or 13 million children today who are living their formative years in the kind of poverty and misery and degradation that few of us who have not experienced it ourselves, than we can imagine.

It seems to me from all we have heard today from the witnesses before you as well as your eloquent testimony today, the kind of system that we have of attempting to help people—poor people—is terribly wrong and can never succeed. I see no hope for the Food Stamp program or the Surplus Commodity program or the Family Assistance program as it is now constituted, or any other program that we know about, making any significant dent on this problem.

It seems to me that one of the things that presently we have been talking about, having been doing all along, is separating the poor from the rest of society and making it difficult for all of us to understand that the problems and the needs of poor people are the same as the problems and needs of other people.

The kind of programs that are being now proposed to help poor people put them in a special kind of category, actually increase the divisions between the poor and those who are affluent, increase the hostility and the alienation and the lack of communication between these two groups.

I wonder, Dr. Wiley, whether—how you would react to a plan such as is apparently operating in other countries successfully and has been proposed by some in this country, of advocating a program of children's allowance, a direct payment of cash to every single child in this country to assure that—of enough money for adequate food and adequate clothing and medical care.

I realize that this would still leave out a group of disabled, of elderly, of childless couples that might have to be taken care of by other special kinds of legislation. I would like your reaction to that proposal.

Dr. WILEY. Yes. Our organization has given a great deal of thought to these matters, and we feel that the children's allowance has some serious limitations as a practical program for alleviating poverty. The problem is that it is going to be so expensive to mount a children's allowance at a level which is going to provide adequately for the needs of that child, that it is going to make it impractical as a weapon for dealing with the poorest children or the children whose families do not have any other source of income. And our problem with it is like Social Security, it may help some of the people at the fringe of poverty, it may help people who have some income from slipping into poverty, but it won't help the basic problem of people who have no income or who have very little income and it therefore will be, could be a device, a program that would be further devisive by isolating the people who are the poorest people and making them therefore more vulnerable.

We therefore favor kinds of programs which provide adequate income, uniformly to all people who need it. If you did this, I daresay there would be a minimum of 50 million people in the country who would be helped. Fifty million people who would get assistance which we contend is a formidable political bloc and a bloc of people who therefore would be in a position to fight for their rights and a program that might therefore be, have to be reckoned with as one where the constituency of that program has rights. The problem in many ways of welfare AFDC is that so few people receive it and that it has been steered and directed in a way that very few people can get it. The fact that it is up to 12½ million people on welfare at the present time, and the fact that so many people are complaining about the fact that that many people are getting it is an indication of the vulnerability of the people who are presently on welfare. We think that—we think then that bringing together old people, working poor, AFDC recipients, disabled, and essentially raising the demand for an adequate income level for all of them together and for trying to unite people in understanding that that is the basic need of all people, we think is the most viable way of dealing with this problem.

But we are not inclined to think that a children's allowance, where it might be a useful measure for some people, is not going to get at the root cause.

QUESTION. How do you respond to the observation made by some that in terms of our resources, we cannot afford a minimum floor for families at $5500, whatever the figure is that you think ought to be, substantially greater than that advocated by AFDC?

Dr. WILEY. Well, of course, that is an issue of the national priorities where we can spend $82 billion on the defense industry, where we can spend billions of dollars on the space program, billions on highway programs, billions on home subsidies, billions on relief to the oil industry, to the shipping industry, to the airline industry, to the railroads—and I could go on and on; we put billions of dollars into the programs for affluent people. And we are very niggardly in spending any money on poor people. (Applause.)

Dr. WILEY. The fact of the matter is the 50 or 60 billion dollars that it is estimated it would cost to assure an adequate income floor is well within the means of the country with the present resources without even raising the Federal budget. And I sometimes wish it would be more painful to bring this about because there would be more reason; you could understand the resistance to it a little better, if it were more difficult. But the fact it is so easy to do and so well within our resources and so well within our means it makes it so much the more shameful that we are really doing nothing of significance about the problem. And that is why we in the National Welfare Rights Organization are saying we demand a guaranteed adequate income now for every person that doesn't have it, and we intend to fight against token proposals so that we don't salve our consciences for the next 10 or 20 years saying that we have done something about the problem and 15 years from now people will begin wondering why the Family Assistance Plan didn't work.

We are trying to raise the issues of the fact that adequate income is the only way to deal with the problem of poverty and unless we can get that across and unless people get clear that we have to fight for adequate income now, that we are not going to be dealing with the basic problem of hunger, malnutrition and poverty.

The CHAIRMAN. Any other questions?

George, as I listened to Mrs. Bustamonte and Mrs. Decker and listened to some of the other people who testified this morning. I just have a feeling that I suspect a lot of people here have, a feeling of despair about this country and its institutions. But I don't know where we think we are going. It seems that all of our institutions that deal with the poor deal with them in ways that are intended to degrade, and I mean intend, ways that are intended to degrade and put them to work spending all of their energies simply trying to cope with the system that they have to deal with, and are not coping very well.

We send men to prison and we do our best to dehumanize while he is there. We put people in mental hospitals and we do our best to make them mad before they get out. People go on welfare and we do our best to make them fight and clutch and claw for everything they get. And now I notice that Secretary Richardson is talking about Federal investigators to superimpose on the State investigators to make sure. The follow-up conference to the White House Conference which endorsed your proposal of $5,500 does not even take that idea seriously. The follow-up conference doesn't even deal with the endorsement of the conference.

I don't—and I know that in New York City where welfare rolls as you know because you are for a considerable part responsible for it, have gone up manyfold in the last few years. Instead of claiming this as an achievement for the City of New York, instead of seeing this as the City of New York fulfilling its responsibility and measuring up to some of the requirements that ought to be imposed upon a government, this is regarded as a great political burden and something to be ashamed of that the welfare rolls are reaching a point where they ought to be.

I don't quite know how we got into these attitudes. I am afraid, but we—how are we going to have a system that will treat people as human beings and try to serve the needs of people I don't know.

But I did want to ask you, as I understand your proposals, tne arithmetic of them would lead to a redistribution of national wealth in the neighborhood of $15 billion, and that that is a masive figure, we shy away in this country from talking of things that smack of socialism, any such other dreadful name, but I wonder if you are not, if you are not telling us that it is time that we face up to the fact that you can't patch up the institutions and processes piecemeal but that it is time that we face up to the fact that we do need to have this kind of basic systematic change, and that redistribution of wealth is something that we are going to have to think about very seriously?

Dr. WILEY. Well, somebody has said, and it is so commonplace now, that we have socialism for the rich and poverty for the poor.

VOICE. Free enterprise.

Dr. WILEY. Free enterprise, right. And that in many senses is the way it is. The subsidy programs are so massive. Let me mention that somebody quoted me a figure recently that the richest 20 per cent of the people own property that yields income for not doing any work in excess of the total income of all the States in the union, total tax revenue. That is a rather striking figure.

I would like to say, because I know we should be wrapping up this part, but I would like to say on a personal note, I appreciate Mr. Dunbar and Vivian Henderson's comments about the work that the National Welfare Rights Organization has done. I might say that I am very discouraged a good bit of the time; I have been discouraged about the prospects of any significant change taking place in this country. The thing that gives me the most hope and encouragement are ladies like Mrs. Bustamonte and Mrs. Decker and the thousands—the hundreds of thousands like them across the country, that work in our organization, and to see the courage and determination and the will with which they work against overwhelming odds and the faith that they have that something can be done and there can be some kind of change, is the kind of thing that powers me to keep going and to stay involved.

I want to say that the struggle that is going on in Nevada we regard as really a very fundamental one for the nation, and that we are putting substantial amount for the energy and resources of our organization into that State. I would hope that many of you would have the opportunity to come and work with these ladies and others in Las Vegas and Reno and Carson City as they undertake their struggle. I think this is going to be a struggle of the drama of the civil rights movement of the South and it is going to be around one of the most vital economic issues of today.

There have already been threats that if I come back into the State, threats by the police, I might mention, that there is a likelihood that I will be killed or beaten or the like. I intend to be on an afternoon plane back to Nevada and I hope that many of you will come and join us in this struggle there. (Applause.)

The CHAIRMAN. Thank you very much. Mrs. Decker, I want to thank you particularly for coming and tell some of us new Americans what to do.

My friends here on the board we are going to go off individually to get a sandwich; they can't bring it in.

We are going to hear from people now about the distribution of commodities, and food stamps have become the primary Federal food program and still a number of States, including the one you just heard from, Nevada, and some localities within other States, have only commodities. And I am going to ask these people if they would not come up all together, and we have some representatives from Indiana, from Maine, from Puerto Rico, and from Texas. And I wonder if you couldn't all come up.

I want to thank you all in the first place for being so patient in sitting here. I think we are running about an hour and 15 minutes behind time. You have seen how it has been. I want to thank you secondly for coming.

Could you introduce yourselves, please, with your name and where you are from.

Starting with this gentleman on the left.

Voice. I am Art Borden, Washington representative for the Department of Social Services of Puerto Rico.

VOICE. I am Mrs. Anne Swanson. I am from Sebago, Maine. I represent the Rural Council for Community Action, which is a low-income group that distributes surplus food in Maine.

VOICE. I am Dave Weymouth and I represent the same organization.

The CHAIRMAN. Also from Maine?

Mr. WEYMOUTH. Yes, sir.

REMARKS OF DAVE KOCHANSIC OF INDIANA

VOICE. I am Dave Kochansic, from Green Castle, Indiana, with Clay, Owen, Putnam Community Action Program. And Mrs. Ruth Black, Penny Matthews, and Carol Bond are also members of the Community Action Program there. We run an emergency food and medical services program that attempts to hook people on to Commodity Food programs in the area.

The CHAIRMAN. Very good.

Mr. KOCHANSIC. I might add before we get started, I am sorry that all of the cameras have left and that some of the people have left, because the Commodity Food program, as you well know, is the only form of food relief available to people in many parts of the country. And I don't think the Commodity Food program is going to be phased out because its essential purpose is to keep rich farmers rich. And as long as we have rich farmers around, we are going to have a Commodity Food program. And they are going to get rid of the food they buy from farmers by giving it to poor people. And I think we need to be concerned with Commodity Food as a future supplement to food stamps, perhaps, but as the only real food relief available at this time, in many parts of the country.

The CHAIRMAN. Yes. We would like to come to that.

Is there anybody there from Texas? I can't see through these lights. I think our Texan is not here.

Well, I—there are some things I can't do anything about and the cameras have won over. There are a lot of things I can't do anything about.

I think we have written statements from Puerto Rico and Indiana and Maine, and—I wonder if we might start with the gentleman from Puerto Rico as we might—Could we establish for the record, as it were, what is being distributed now in Federal Food Commodities? In Puerto Rico.

REMARKS OF ART BORDEN OF PUERTO RICO

Mr. BORDEN. Yes. Basically, all of the food commodities are available to Puerto Rico. Unfortunately the food commodities are surplus U. S. food and they are not the commodities which are always best suited to the Puerto Rican diet.

For example, even though beans is a common diet for Latins, the surplus beans which we have from U. S. Commodities are often not the beans which a Latin would eat in his diet.

Recently, we have been able to generally have some changes in this particular item and beans that have been sent in more recent months have been beans which are suitable to the taste of the Puerto Ricans. Then, of course, there are problems in the grits and peanut butter and a few other items. But basically, the items which we are requesting now are the items which we are getting and have generally in good stock. Of course, our program is so large—I think maybe one reason the representative from Texas didn't come this time is that Texas is only second in the commodity program; Puerto Rico has the largest program in the whole United States with over 600,000 people certified and well over 550,000 of them receiving commodities, going to get their commodities.

We have never had a time in Puerto Rico when there has been over 8 per cent of the eligibles who have not gone after their commodities.

VOICE. You say not going?

Mr. BORDEN. Have—never over 8 per cent who have not gone to pick them up, yes.

QUESTION. Ninety-two per cent participation?

Mr. BORDEN. At least that high.

The CHAIRMAN. Of eligibles?

Mr. BORDEN. Of the eligibles. And then we only have two groups basically of the eligibles, because we wanted to expand this but because of the lack of resources, lack of warehousing, lack of distribution facilities, even though we probably have one of the most extensive Statewide distribution facilities of any State, we have not been able to modify our State plan to include any more than welfare recipients and those who are certified by reasons of health.

QUESTION. If I understand you correctly, you are saying in other words that 92 per cent of those eligible to participate in the commodities program in the district of Puerto Rico are participating?

Mr. BORDEN. Yes, that is correct.

QUESTION. But the big problem there is the kinds of food which are distributed?

Mr. BORDEN. That is part of the problem. There has been some attempt to modify this. There have been other attempts on the boards, in order to make the Commodity program more attractive to Puerto Rico and to Puerto Ricans. But this has been one of the difficult problems since they are surplus commodities from the various States and do not always coincide with the diet of Puerto Ricans.

Of course, we have the same problems with the commodity program that anyone has, and that is they have to be secured once a month and on a certain day, although we have been able to modify this to a certain extent. There are now three days in which any recipient can go to get his commodities, and then if they are out of commodities as they used to be regularly after the first few days of the month, out of certain commodities, they can get a raincheck and go back, of course, with the added expense and bother to get their commodities at any time they are available.

And while there is no special way to inform them, word generally gets around by word-of-mouth so that most of the people can get back and get the commodities when they do arrive. But, because of the large program, we have had a tremendous distribution program. The State is putting $2 million of its own funds into this distribution program and it is not nearly enough to provide the transportation, the storage, the refrigeration or other things, which are needed, to make the program serve its purpose.

We must admit that this has been a real help to Puerto Rico as most of you probably know. Our welfare assistance is extremely low; it averages for the AFDC categories $9.15 a month per person, and this is a result of other problems which have particular legislative problems which are related only to Puerto Rico, Guam, and the Virgin Islands.

In line with that we were really looking forward to the Food Stamp program because Puerto Rico has become the leader in the commodity program primarily because we have been unable to participate in the Food Stamp program and we were specifically not included in previous legislation. And the latest Food Stamp Bill, which was signed on February 11th, Puerto Rico has been included and we were really looking forward to this since our food stamp recipients, most of them come from the welfare category with the checkoff, and the low payments, and the rather large bonus we felt that this would be a significant help to providing—making available twice as much money in most of the cases for those who are receiving benefits. However, we have been very disappointed as far as this is concerned as well, because in looking into it, we have been informed it will probably be a year from now before the first pilot project can be selected for the Food Stamp program. And then, of course, it takes several months to get all the stores and the process setup so that they can begin to distribute the food stamps, and then several months more after that they gain from experience and find themselves with particular problems which we may have. So it looks like it would be at least two years, and probably more, unless something is done, before we can get an adequate Food Stamp program to fill the need.

And, of course, to begin to take care of the poor people who don't qualify for welfare, or the poor people who can't qualify because of having some particular illness or health problem. And so we have these two programs, one which has been a great deal of help but which has all the problems which most of them have plus a few other peculiar ones to Puerto Rico, and then the great hopes which have been raised after a long battle in the Congress to get Puerto Rico included. And now it looks like as long again as much time again will pass before we can have any significant Food Stamp program for Puerto Rico.

Thank you.

The CHAIRMAN. We would like to delay questions unless you have to until we hear from everybody.

Mrs. Swanson, it will be you or Mr. Weymouth.

Mrs. SWANSON. Probably both of us.

REMARKS OF MRS. ANNE SWANSON OF MAINE

Mrs. SWANSON. I will start it out, by saying that RCCA, which is the Rural Council for Community Actions, is located in Cumberland County, Maine, which we cover 15 towns starting in March. Now in Maine town line touches town line, so if you live in the country you still live in a town.

Our organization was formed by low-income people and the board of directors, every member of the board of directors, is a low-income person. It was organized to distribute surplus food and low-income people do this. We have a system of volunteers. We have about 60 volunteers throughout the county that distribute the food, take care of the records. We have paid staff, too. But they take the records that come in from the volunteers, combine them and send them to State Health and Welfare.

David is, has been with RCCA about as long as it has been in existence. He is a low-income person and he can probably tell you more about it than I can.

One thing I do want to insert in here that I haven't heard mentioned by any other people that have been talking. We have just started a program. In fact, we will be doing it, I suppose in March or April's distribution. But we will be distributing vitamins to the people as well as the food. We approached one company for free vitamins and we were told that was impossible. So another pharmaceutical company is going to be selling them to us, we can get them for $7.50 a gallon which is a thousand vitamin pills. We are talking about children's vitamins, the young children, and Vitamin B complex, for the teenage children. The people will get these by donation whenever they can give us. If they can't afford to give us anything, we won't ask them for anything.

But that is the latest we have got going.

The CHAIRMAN. Thank you.

Mr. Weymouth?

REMARKS OF DAVE WEYMOUTH OF MAINE

Mr. WEYMOUTH: Well, I think she pretty much covered it. It kind of surprised me. I thought we had problems up in Maine, too, until I started hearing from some of the other States here. I think our program works real good.

One point that she missed that I would like to kind of talk a little bit is some of the spinoff things accidentally come into by having a volunteer program. And these low-income people get a chance to work up maybe from, someone just pass boxes to being a secretary of the town and doing all the certification, and even getting a chance to go to work for RCCA, our present director of the organization, the executive director, was once a food secretary. And I think that is quite a long ways for a low-income person to go.

And I wonder if some of these other programs might kind of look around and use some of their own volunteer help, get their own groups going and do their own certification—let their volunteers do their own certification, instead of Welfare doing it.

Our program isn't another welfare program; and it is a completely independent thing.

QUESTION. It is a complete what?

Mr. WEYMOUTH. Completely independent thing. It is financed by OEO and the people do all the work themselves.

Mrs. SWANSON. I—to my knowledge, I have been working with RCCA for eight months now, and to my knowledge, I do not know of another program quite like this one, and if there is another one we would like to hear about it.

We have the money that we received from OEO. We also bill each town 50 cents per recipient. Now we are voted into these towns; these towns hold a special town meeting or at their yearly town meeting, they vote whether RCCA will distribute surplus food in that town or not. Now, as I said in these 15 towns, RCCA has been voted in.

Now, after each monthly distribution a bill is submitted to the town listing the name of the head of the household and the number of people in the family and the town sends us a check, for 50 cents per person that we distribute the food to. Now this gives us a little extra money to work with that some other organizations might not have.

The CHAIRMAN. What is going to happen to your program when the OEO moneys ends? I understand OEO Emergency Food Program is, according to the President's request, ending.

Mr. WEYMOUTH. Excuse me. I think that is one of the reasons we are here today, is to try and see if there is some way that we can keep the program funded through OEO.

Mrs. SWANSON. As I said, we do have money from the towns. It is not quite enough to handle it. If the EFMS money is pulled out and RCCA is defunded, and we can't find any other place to get the money, like the Department of Agriculture or some foundation or wherever it would come from, then the municipalities would have to go back to distributing the food which is definitely not what the people want.

The CHAIRMAN. Thank you.

REMARKS OF MR. KOCHANSIC OF INDIANA

Mr. KOCHANSIC. CFP covers three counties, one of which is on Food Stamps; two of which are on Commodity Foods. They are in West Central Indiana. They are extremely rural—there are three major towns, the population of which is about 9,000. The other 61,000 folks are spread out over 1500 miles.

We have one half-time outreach worker, paid $20 a week and that was pay below the poverty line, who averages—in a one-county area—about 450 square miles. Their job is to find people who are eligible to participate in existing USDA food programs and assist them in getting hooked on by the appropriate public official.

Our program has been actively opposed by some of the public officials charged with administering those programs; specifically the Putnam County Director of Welfare has consistently thwarted our efforts to hook eligible people on to the Food Stamp Program and our outreach worker, Carroll Vaughn (?) here, can answer your questions about that because of the abusive treatment that they have been subjected to, the kinds of harassment of recipients themselves that has occurred.

In Owen County and in Clay County, people are hooked on by the township trustee. The trustee system is an anachronism left over from the Civil War days and the opening of the Dark Ages, really. And the only thing that the township trustee does these days, aside from collecting his salary, is take care of poor relief, which means the distribution of Commodity Foods.

Our EFMS program has been rather successful. In the past six months, with these three-half-time workers, we have hooked almost 1,000 people on to existing food programs. In other words, maximizing present Federal efforts in the area. There are some charts in the third or fourth page of that showing the relative percentage of the caseload that is being carried today that is a direct result of our efforts, and there are people who are eating now who would not be eating if it were not for EFMS efforts in our area.

CFP is supposed to create institutional change and involve local resources in the lofty words of the CFP mission. The refusal of some public officials to cooperate with us has hampered our efforts though—and taunting us there for hooking on a thousand people in six months.

The second I want to deal with here is the problems we have had getting USDA to bring about administrative redress in the Commodity Food Program in Owen County.

When we started the EFMS hook-on program, half the trustees in Owen County and also in Clay County would refuse to certify eligible people, just flat-out refuse to certify people who met the income guidelines that are part of the Indiana State Board of Operations. They refused to certify public assistance recipients who are by law required to receive Commodity Foods.

The Washington Township trustee was using the hook-on guidelines, the income guidelines, from 1963. He had no more recent guidelines for what the eligible income criteria were. In addition to that, he had set his own guidelines for distribution, which are about 50 per cent of the recommended guidelines put out by USDA. Well, what was done? Believing in peaceful and legal solutions to problems that confront this Nation, we researched the laws and found out that the appropriate step was to file a complaint with the School Lunch Division of the State of Indiana.

We assisted low-income people in filing official complaints, a copy of which is found towards the rear of that booklet. Our advisory copies of these complaints were sent to the Regional Office of the Department of Agriculture. Advisory letters from TOPCFP were sent to both USDA and to the State School Lunch Division, advising them that poor people would be complaining about the fact that they were being denied access to Commodity Food, and that they should be prepared for this and, hopefully, be ready to do something about it.

Well, better than 40 official complaints were submitted by poor people. The law says that these have to be investigated and the people requested that they be informed in writing of the results of these investigations. To date we have had responses six months later on about 6 or 7 cases.

USDA was given copies of the guidelines and were kept aware of what was going on in the State of Indiana. TOPCFP motivated considerable bureaucratic concern here at the Washington level. We were in contact with Dr. Arthur Frank of OEO; were in contact with Mr. Phillip Olson, who is assistant to the Undersecretary of Agriculture, Mr. Lyng, making them aware of what was going on in rural Indiana, making them aware of the fact that these people are being denied their legal right to Commodity Food.

Throughout this entire operation, Mr. Stein, the Washington Township trustee, continued to short people distribution of Commodity Foods. I have here 60 or 100 affidavits of Commodity Food shortages. Each one of these are sworn statements by low-income families immediately upon receipt of the Commodity Foods about how much they got. If you will notice, for example, you put your family size here, seven people in your family—this is Ruth's family just by chance—you put down the guideline number right from the USDA chart which these people were supplied with by CFP; you put down the amount received and the amount short. So even if the state agency doesn't know how to subtract, the work is already done for them, and they can see what kind of foods are being shorted.

Our figures show—we keep carbon copies of all of these in case they get lost somewhere, higher up the line—draft boards and USDA seem to do that quite a bit—we find 40 to 60 per cent shortages especially among larger families. Now we aren't complaining about things, whether or not you get (unintelligible) or whether or not you get (unintelligible); we are talking about basic foodstuffs like butter, cornmeal, flower, milk, peanut butter, the major important things that a family can use to supplement their diet through the Commodity Food Program.

To date nothing has happened. Our commodity distribution in February will be the end of this week. A new township trustee has taken office. The former township trustee who precipitated this entire problem is still doing the distribution. He holds no elective office at all, yet he is distributing the Commodity Foods.

To jump back to the bureaucratic concern that was motivated. We had Mr. Al Colson, who is the Regional Director of the USDA Food Nutrition Service, the Commodity Food folks in Chicago, in Spencer, Indiana, in October. The township trustee told Mr. Colson to his face, and I have found witnesses, that he had no intention of distributing Commodity Foods according to the USDA guidelines. This was in October. This is now February; this is wintertime in Owen County. Cash resources must of necessity be diverted to clothing and shelter and heat. Poor people have less available cash to buy supplemental food with. And this is actually at the expense of school, and, in addition to that they can't have a garden during the winter because poor people can't afford to build greenhouses. So it has been 4 or 5 months now that USDA all the way to the level of the undersecretary has been aware of the problems in Owen County. People operating in blatant violation of Federal guidelines and to date nothing has been done.

Just to wind this up, TOPCFP does not feel that it is at fault, because the identical situation existed in Clay County, another county that we work in. Today the township trustee of Clay County has moved to larger quarters because his caseload has risen to almost 900 people. He moved to larger quarters to hold the extra food, to give the recipient a warm place to stand in the winter. He distributes all commodities available in the State of Indiana, at full USDA guide line amounts. And this man, the township trustee, who holds the same office as the township trustee in Owen County is actually doing average work. For example, he is going to low-income homes looking for people who belong to his food program. We feel he runs a model Commodity Food Program.

So the variable here we feel must be the county officials, since we are having good success in Clay County. We would make a few suggestions about what could be done to make the Commodity Food Program more effective, assuming that it was designed to fail, like most Federal food programs are, OEO included.

Federal guidelines that are national in scope—the Commodity Food Programs presently operate under individual State plans of operation. We need something similar to the civil rights act; we need national legislation that will give guidelines to apply to all States equally. We need nonpolitical administration. We cannot gain administrative redress because of political pressures being brought to bear. We need to get food relief away from Welfare Departments; we need to get it away from county officials; we need to make it a separately functioning Federal agency. We need to have Food Stamps and Commodity Foods available together. Commodity Foods are fine if you are not too old to chew it, or too young to chew it, you don't have diabetes, you have a degree in Home Economics, you can use Commodity Foods.

(Laughter and applause)

If you don't, you are kind of out of luck.

We feel that USDA should supply support services, including transportation. We supply transportation to 200 people a month who could not carry their 100–150 pounds of Commodity Foods for their families of ten were it not to transportation support. We need to involve the area extension agents, to show some people how to use Commodity Foods effectively. And finally we need to get away from these people who are forced to ask you these degrading personal questions and go to self-declaration of need. To use Commodity Food, go up and say "I am in need of food assistance". It doesn't matter whether you have got ten kids by ten different fathers; it doesn't matter whether you have been working all your life and just lost your money in the Stock Market and had a million dollars last month, if you need food assistance you need it then, and you don't have time to sit around filing formal complaints with the Department of Agriculture and sitting hungry for four months. (Applause.)

The CHAIRMAN. Thank you, Mr. Kochansic. The kind of thing you describe in your area unfortunately is not solely confined to your area. The data in this pack of material that you have distributed brought out that although the people are supposed to get 36 or nearly 37 pounds of commodities monthly, the national average, national average receipt, is about 26 pounds.

Mr. KOCHANSIC. We are—we were invited to testify, we hoped to contribute our——

The Chairman. No, no. I—I just felt that these national averages cheapen the truth.

Mr. Kochansic. Certainly. Certainly.

The Chairman. It is also plotted out here that the cost to the Federal Government of an average monthly allotment of commodities is $8.02 of which $6.10 is for administration.

Voice. Sir, in Owen County last year, from January of 1970 to January of 1971, there was a total of $9,000 charged to the Commodity Food Program, less than $3,000 of that went for the actual purchase of cases of Commodity Food.

The Chairman. I—you said something, and so did Mr. Borden about the kind of food, the quality of food, the palatability of food being received, I wonder if we couldn't hear just a little bit more about that. Maybe the lady from Maine——

Mrs. Swanson. We have very good cooperation with the University of Maine Extension Service agents who travel around the various towns and show people what to do with their surplus foods, and by and large, we haven't had very many complaints about the quality of the food.

We generally almost always get the full 24 commodities, every month. There was one month when the flour shortening was not in there, but almost always we get the 24 commodities, and winters in Maine are not exactly easy and people are pretty glad to get what they can, and they will do what they can to cook it the best way they can. If they have any questions at all, there is always someone that they can ask. There is a cook book that is put out specifically for surplus foods, in Maine, put out by the University of Maine Extension Service. And I really can't say that there are a lot of complaints about the quality of the food. We have had one instance when we threw out an entire shipment of tomato juice, but that was—it was just rotten when it was opened. We don't know whether—but that was the only instance to my knowledge that we have ever had anyhing wrong with the food.

The Chairman. Is that about the way it is in Indiana, or Puerto Rico——

Voice. Well, we have had some problems. Because of the great size of the program we have had inadequate refrigeration and facilities in order to store it and just—although the centers I have been in in Puerto Rico, I have been amazed at how clean they are. Some of the facilities just when it does rain it leaks, and other problems such as that. So we have had serious problems.

But in relation to the Commodity program with 20-some different items to prepare up to 1,095 meals per year with these same commodities month after month is a real serious problem, and, of course, in our case, it is probably a little more difficult because as I mentioned before the type of commodities are more difficult, that are not as palatable to the Puerto Ricans as they perhaps are to the people of Maine or some other area.

The Chairman. Mrs. Black or Mr. Kochansic.

Mrs. Black uses Commodity Foods. She might speak to your question.

Mrs. Black. Well, it is—like the lady says—you know how to cook them and you have been taught how to cook or you have someone to teach you, you can get along fine. But if you don't have an extension office or someplace that they can hold a demonstration, they can come in and show some of these people, that don't know how to handle your Commodity Foods, then you don't have the appropriate cooking of foods. So you don't get the nutrition out of them that you should.

Voice. May I add something to that. We have mobile units which go around to teach the people, but when some of the people cook on charcoal or wood, and many of the others on kerosene and so forth, and then don't have even adequate facilities, in their own home to store supplies for a whole month to keep them away from rats as well as refrigeration and so forth, this again is a very serious problem which probably in our case would be alleviated to a great extent by the—by a Food Stamp Program, which at least wouldn't make them keep a whole month's supply at one time in their home. And then they could buy foods which were more easily prepared with the facilities which are available.

Second Voice. I just wondered, if the people from Indiana, Maine, have a feeling about wanting to move to Food Stamps or——

Mrs. Black. Well, I think a Food Stamp Program would be good in Indiana, because it is—like Mr. Kochansic says, there are a lot of people that can't use the Commodity Foods. And myself, I have a family of seven; there is extra flours that I could use that I don't get, because it isn't distributed to my family. And then there is things that people that are diabetic and maybe due to medical illnesses of some sort, that they can't use Commodities too.

So what good is it doing them to go down there and stand in line in the cold weather like I have had to do and had to take them, 2 and 3 and 4 and 6 and 8 hours a day, to get into a little 12 by 36 office to get your commodities. You can't use them after you get them. If you have got Food Stamps you can go to the store and buy the necessities you need.

The CHAIRMAN. Would it be even better, Mrs. Black, instead of having Food Stamps to have the cash equivalent?

Mrs. BLACK. Yes, in some ways it would.

Mr. KOCHANSIC. I might add that Owen County where all this trouble has been occurring with Commodity Foods voted to convert to Food Stamps almost six months ago and has not yet been able to get designated as a Food Stamp county in the State of Indiana. They were going to alleviate this commodity situation prior to converting. One fringe benefit of that was—the county voted no money for the Commodity Program after January 1, and when Food Stamps didn't come along there was a great problem—a great problem arose in the county and the trustees had to take emergency measures at the great insistence of CFP and the veiled threat of legal action to get commodities distributed in January, and we don't know for sure if they are going to be distributed in February or not.

Mrs. BLACK. As of yesterday, none that I know of, not yet.

The CHAIRMAN. Any of the other gentlemen up here have any questions?

QUESTION. The two years it is going to take in Puerto Rico to get this underway, have you checked the length of time it usually takes elsewhere to inaugurate it?

Mr. BORDON. Well, I think you just had an example of this. I was informed the other day that one of the problems is there are 75 counties now standing in line to get the Food Stamp Program implemented. I really—I really don't know how long it is. As far as we are concerned, we would like to see it implemented much faster, but I think that there has traditionally been a rather long delay in the implementation of any Food Stamp Program after it was initiated. Now whether it took up to two years or not, but this is—two years would seem to be, unless something isn't done, a rather late date to see a significant Food Stamp Program implemented in Puerto Rico in the light of the new legislation, which, of course, is a different program from that which is in the other States. Because, in Puerto Rico, according to this legislation, it says that the Secretary shall, in the case of Puerto Rico, Guam, and the Virgin Islands, establish special standards of eligibility and coupon allotment schedules which reflect the average per capita income and cost of obtaining a nutritionally adequate diet in Puerto Rico and the respective territories. Except that, in no event, shall the standards of eligibility or coupon allotment schedules so used exceed those in the 50 States. So this is why—this is another problem—we really don't know what kind of a Food Stamp Program we are going to get, and this is up to the Secretary of Agriculture to determine.

The CHAIRMAN. I want to thank all of you again for coming, for being so patient and for presenting this very thorough, careful and striking testimony. I shall read all this

Thank you very much.

I understand we have some representatives of American Indians here, who are going to speak to the special problems of Indians.

There was to be a gentleman from Minnesota and one from Oklahoma. We already heard Mrs. Decker, and that certainly doesn't include all, but—Bob, are you about to show us a movie?

VOICE. I am ready when you are.

The CHAIRMAN. I think we are ready right now.

May I say, we are going to have a short film, and then we will have a panel on the School Lunch Program. Before you show it, is there—is Mr. Nolling or Miss Love here from the National Consumers Health Committee?

Thank you.

(Showing of film.)

NARRATOR. I will speak about the problems of nutrition education and nutrition or edible advertising today.

My name is Robert Choate at the 1969 White House Conference on Foods Nutrition, and Health.

The representatives of the panel on popular education had some interesting things to say on mass media radio and television. They stated that a task force should be available to pull together advice of nutrition scientists, social scientists, including students of motivation; of educators and of specialists in communication, marketing and advertising. Of paramount importance, they said it should consult with and be guided by representatives of the racial and cultural groups to be reached.

It went on to say the educational programs to attack malnutrition and hunger are too critical to be built on the traditional haphazard basis of soliciting hat-in-hand the cooperation of radio and television outlets.

It stated further, we are talking time in space. We are saying that the present loose arrangement with respect to "public service" time be formalized and taken out of the hands of those that operate the airwaves for profit under license from the people, and be made an absolute obligation in behalf of such efforts as nutrition education. It asks that 10 per cent of broadcast time be set aside for obligatory public service communications programs of the Federal Government such as the recommended nutrition education effort.

At the same time the Task Force on Voluntary Action by Women recommended that the President ask the Advertising Council of America to conduct an informative campaign about food programs similar to the campaigns that publicize VISTA, the Peace Corps, and others.

These were the recommendations of the original White House Conference on Food, Nutrition, and Health. Those who drafted them were well aware that a child today in America, by the time he is 14, will have spent more time in front of the TV set than he has spent in school. They knew that today's child compiles between 1,000 and 2,000 hours per year in front of the tube. They knew that almost 50 per cent of today's two to 11 year olds watch such things as Saturday morning cartoon time on television, and that through children, parental habits can be changed.

The response of the Nation to those recommendations of the original White House conference is curious. The Advertising Council has started to prepare a broad public service campaign to tell us about nutrition. In the first draft of their campaign fans last fall, they spoke about an advertising effort "to increase the number of families and children taking part in the Government's food assistance programs". But by January 12, 1971 the idea of talking about hunger and public food programs has been dropped, and now we are only to hear about nutrition. The idea of using 10 per cent of broadcast time has been dropped like a hot potato; everyone is working on the theory that one should only approach broadcasters for voluntary action. The plans are almost ready for public viewing, yet, according to the consumer representatives in HEW, Miss Barbara Burns and the Advertising Council itself, no consumer group or beneficiary group has yet been admitted to the planning.

"Too hard to find them and select them", was the excuse given to me last Friday. In the Department of Agriculture on February 12, 1971, I found that USDA has no ready-to-go plan to urge the poor via mass media to enroll in the Commodity, Food Stamp or School Lunch Programs. USDA has no plans to persuade Americans hostile to the poor that Food Programs are in the national interest. USDA is willing to spend $50 million in nutrition aids to work on a one-to-one basis spreading the word about their four infamous basic food groups, but it is unwilling to use mass media to make their work easier.

One might wonder why no outside consumer apathetic group has ever been invited to share in the evaluation of USDA's food and education effort. It is true that USDA did use a management consulting firm, A. T. Kernie & Co., to review its management techniques. It is true that A. T. Kernie said there was a need for additional publicity of the Food Stamp Program. The A. T. Kernie Company though also said that "agencies and organizations involved in certification and issuance activities for Food Stamps do not appear the type likely to intentionally violate civil rights regulations."

I think that will be of interest to this board.

But the USDA is going forth with its $50 million aid program on a person-to-person basis. Assistant Secretary Richard Lyng recently said he did not feel the Congress would want them to use mass media to advocate Food Program usage. Yet on February 13, 1971, the Associated Press reported "The U.S. Army is making heavy and unprecedented purchases of network commercial time for a recruiting campaign aimed at this Spring's graduates." The purchases at ABC CBS, and NBC are estimated to exceed $3 million."

I wonder if USDA and the White House would maintain that mass media shouldn't be used if they really had followed the White House Conference recommendations to "consult with and be guided by representatives of consumers and the poor."

I would like to show you what one advertising agency, working with OEO and the University of New Mexico, came up with as a possible technique for ad vocating food programs. The campaign would be called, "The Right to Eat Right".

(Film and commentary shown.)

Those advertisements were prepared by the Richard K. Manoff Agency in Manhattan, with the help of the Medical School of the University of New Mexico and a student film crew from UCLA. I think they indicate that one can use mass media to not only advocate better nutrition patterns but also the right to use the programs that have supposedly been developed for the poor.

I wish the Advertising Council would have been doing something similar to stress to the poor that they have the right to participate in these programs. We use the airwaves to fight drunk driving, inflation, and forest fires. Why not hunger?

If we can recruit for the Army, why not for healthier things?

But we aren't going to be able to fight television's nutrition miseducation with public service time, compared to the vast sums spent by food companies, public service time is just penny-ante. The Grocery Manufacturers of America claim within their membership to produce nearly 65 per cent of television's revenue. General Foods, in the second quarter of 1970, was the Nation's biggest television spot advertiser. It spent over $13 million to convince you to eat their so-called foods. Next was William Wrigley with $4.5 million; Coca Cola with $4.2 million; Kellogg with $4.1 million; and General Mills with $3.9 million. General Motors, during the same quarter, spent only $3.8 million.

Manufacturers of edibles consider the airwaves to be their own domain. With this volume of exposure no wonder they do not fear public service nutrition educational campaigns.

Today, a child watching television receives 10 advertisements per hour on what to eat. A moderate watcher of children's television programs receives over 5,000 messages per year primarly advising him to eat snacks, sweets, and soda pop. Until World War II, mother and grandmother in the kitchen were junior's principal nutritional educators. But with convenience foods and sophisticated prepared foods, mother either doesn't need junior to shell the peas or bake the cookies, or she is at a loss explaining to him why all those chemicals require such-and-such a type of preparation. Now Junior is off watching the tube, while Mom opens a plastic bag.

The resulting vacuum might have been filled by the teacher in the classroom, but she has been swamped with commercial literature selling Lakeland, Florida Citrus Commission, the National Dairy Council, the American Meat Institute, or the Cereal Institute. She thus has become a salesman for each industry's particular buyer. She also receives USDA's outdated four basic food group literature, reflecting more than foremost powerful lobbies on USDA than common sense nutrition. USDA preaches nutrition education from a standpoint which is more beneficial to the food industry, than to the consumer. Four basic food grouping is out of date now and will be a miserable basis for selecting foods in 1975.

The end result is that television is THE nutrition educator of today. But is more of a mis-educator than an educator. Your child's food habits are being formed by Madison Avenue cartoonists, not by nutritionists. Tony the Tiger, Fred Flintstone, and Captain Crunch are the food educators of today. Ten times per hour using wiles that mother never thought of, they advised your child to equate sugar with health and snacks with happiness.

As Phillip Olson, Deputy Assistant Secretary of Agriculture, said on Friday: "It is getting more and more difficult to be adequately nourished without becoming fat."

What has happened since the White House Conference on Food, Nutrition, and Health? A handful of companies have changed the nutrient contents of their food; several have altered their advertising to reflect it. Others, sensing the newly-awakened Federal Trade Commission breathing down their neck, have stopped deceiving the public about vitamin in High C, the relative nutrient worth of cranberry juice cocktails, and the real benefits of instant breakfasts, but the Federal Trade Commission and the Food and Drug Administration have yet to act on breakfast cereals, even though their defects are greater than Carnation Instant Breakfast.

The Food and Drug Administration, you may have noted, is more worried about protecting company secrets than protecting the budget-conscious public. Ask them about Tang and the research on the cavities it produces. Tang sponsored the coverage of Apollo 14 on one of the networks. Isn't it curious how one of the networks used Astronaut heroes to sell products of dubious worth?

All these excesses have produced ripples of concern. A man by the name of Victor Elton, chairman of the American Advertising Federation, sensed that advertising was getting out of hand. He proposed that a broad council be established, including consumers, and that self-regulation moderate advertising on the airwaves. He pushed hard for it, starting last September, but he ran his idea on the rocks, rocks called the Grocery Manufacturers of America. Mr. Elton's ideas won the admiration of the Secretary of Commerce, Maurice Stans. The Secretary thought it was a great public relations gimmick for industry; he tried to take it over but Elton meant self-regulation without Government. He saw the shallowness of Mr. Stan's plan, and pulled it back.

Elton's radical theory frightened the Grocery Manufacturers of America.

At a secret meeting, Mr. Chairman, in Williamsburg, on February 4th, the day before the followup White House Conference on Food, Nutrition, and Health, the President's favorite cracker-maker, J. P. McFarland, chairman of General Mills, tried to kill the idea of any industry policing its own advertising. He came out against self-regulation; his reasoning, obviously, was that it was easier to control the Government than to control one's peers.

Then, on February 5th, Mr. J. P. McFarland reported to the followup White House Conference for the food industry and for the Grocery Manufacturers, on everything but the correction of commercials on edibles.

I would like to take two minutes to remind you of what appears on your child's television set now. View these ads as evidence of the morality of those who supply over half of television's revenue; those who are shaping the upcoming Advertising Council's education campaign. These commercials were part of six hours of commercials that we filmed on the morning of December 19, 1970, the weekend before Christmas, to give you and to give later to Congress an idea of what is going on in selling to children today.

(Film of advertising blurbs from television.)

Mr. Chairman, that is an example of what happens ten times per hour on children's programs on television today. Sugar-frosted flakes by Kelloggs is the cereal with the lowest nutrient content of any of the popular cereals on the market shelf today. I claim that such advertisements as the one you saw with Tony the Tiger is teaching sugarition, not nutrition. And Dr. Wheeler can probably comment as to what are the ultimate effects.

Recognizing that ten such ads per hour year in and year out will vitiate any public service campaign put on by the Advertising Council over public service time. The Council on Children, Media, and Merchandising of which I am the chairman, today is asking each and every person in this room and the organizations that you represent, to mount a concerted campaign to push both industry and government into the adoption of a code for advertising edibles to children. We have printed the highlights of such a code. It is on the table out there by the door. We have not printed the technical details behind it. We urge you to read it and to discuss it; we urge you to take it and circulate it amongst your membership; we ask that it be reviewed in your meetings and circularized in your next newsletter. We urge you to get letters into us, to the Federal Trade Commission, to the Federal Communications Commission, to the Senate, or even to the Adverising Council by May 3rd of 1971. The Federal Communications Commission has announced that it seeks the public's opinion of children's television and that it will accept comments up until May 3.

Let them know. This is an opportunity where your Government has asked for the public's response as to what they think of children's programming, what they think of the advertising of edibles to children—we need letters to come into us and to the Federal Communications Commission by May 3rd.

Let them know. Let the Nation hear what you think about the public mis education your child receives right now.

I would like to pause just for one second and to delineate here that we do have some representatives of industry in this room. We invited a large number of people from the Administration, from advertising agencies and—more correctly, from the food industry; some of them came; most of them are the leaders in the food industry seeking reform. The snacks you had on the coffee table this morning were the courtesy of Continental Baking and are samples of their enriched cupcakes that they are trying to get into breakfast programs in schools which have no kitchen facilities. There are other representatives of industry here. I do not mean to malign them. They are a very rare breed and certainly are exceptions in that industry. I think most of today's advertising to children is a form of statutory rape; reform of commercials should start with the advertising of edibles. And Mr. Dunbar, we hope the Board of Inquiry and the groups here represented, will help to launch this effort here today. We seek the support of nutritionists, of academia, of civic and social organizations, and of the food industry itself. (Applause.)

The Chairman. Thank you very much.

Mr. Choate, did you have an estimate of the total advertising budget of the nation's producers of food for children, of children's food?

Mr. Choate. I do not have it right with me.

The Chairman. An estimate of the total budget, advertising budget for——

Mr. Choate. Advertising——

The Chairman (continuing).—Factors in general?

Mr. Choate. Advertising of cereals is a $47 million a year business. The advertising budget of General Foods is around $130 million a year, between printed and electronic media. I do not have a total of all of the advertising sums spent by the food industry, but it certainly must be over a billion dollars.

The Chairman. This—these are tax-deductible expenses, are they not?

Mr. Choate. Yes, it is part of the expense of running the business.

The Chairman. So, they—being tax-deductible expenses, that is not the same thing as a Federal expenditure, but it is getting in the same ball park, isn't it?

Mr. Choate. Yes, and the fact that there is nothing to compensate for these messages, selling sugar, selling sweetness, selling false flavoring with very dubious nutritional worth, I think it is an indication that the grocery manufacturers are telling the Government what they can say over the air in relation to nutrition education.

The Chairman. If you don't have a—if you don't have an estimate of the budget for, advertising budget for children's food, it might be in the vicinity say, of what the Government actually spends on school lunches.

Mr. Choate. Well, if General Foods itself spends $130 million, you can guess that this is the Nation's biggest industry; it is a $106 billion a year industry, you can guess that it must be well over a billion dollars and I don't think the Government is spending anywhere near a billion yet on its school lunch program.

The Chairman. Mr. Choate, you talked about what you would like people in this group to do. What do you see in the responsibility here of stockholders, including institutional stockholders in these companies?

Mr. Choate. I do know that the group that waged the campaign in General Motors last year seeking reform through the stockholder route, is this year dealing with 12 food companies. I think that major institutional holders of stocks in food companies must put the pressure on their officers and on their board of directors to demand reform of edible advertising in this country. I personally favor self-regulation even though I don't think it is going to work. I would like to see it tried.

But if Victor Elton of the American Advertising Federation can't get the grocery manufacturers to go along with him when he himself works for a food company, I don't think there is much hope that we are going to get regulation without having the Government do it.

The Chairman. Any other questions?

Question. Well, wouldn't regulations mean doing away with most of these foods?

Answer. Dr. Wheder, there is very, very slow movement within the Food and Drug Administration to estalish some minimum standards for foods that are in popular categories. In our Code, we propose that if you don't have enough nutrients in it to earn the respect of FDA, you not be allowed to advertise it over the air. Or, if it is nothing but sugared calories that you so state and then utter the phrase that consumption of sugar may lead to cavities.

We would ask the support of this Board and of the groups in this room in circulating this Council on Children and Media and Merchandising Code for Advertising Edibles to Children; we can supply you with free copies here today. We hope the Xerox machines run overnight and that you get them out to your respective membership.

The Chairman. Thank you very much. [Applause.]

We are going to have next a panel of persons from several States speaking about the school lunch program in their States. This is a final matter on the agenda. It certainly is not the final matter of importance.

We are going to hear first—we are going to take him out of order, because he has got an airplane to catch—Mr. Paul Mathias of South Carolina.

Mrs. DeLee, welcome back.

This is Mr. Paul Mathias and Mrs. Victoria DeLee, both of whom were introduced before this morning, today, I guess. So we don't have to again.

And—How is the School Lunch Program in South Carolina?

REMARKS OF PAUL MATHIAS OF SOUTH CAROLINA

Mr. MATHIAS. Dr. Dunbar, and members of the Panel. We have been working—we have been monitoring the school lunch, school breakfast, and other child feeding programs in South Carolina for two years now, and South Carolina, comparatively speaking, has been identified as one of the better states in terms of how these programs are administered. I say comparatively speaking with emphasis, because compared to how other States are doing, there is not much to look at. Even in South Carolina, however, there are some very interesting facts which usually are not brought to light.

For example, this year South Carolina has a little over $11 million in Section 11 and 32 money—these are the moneys to feed free and reduced-price lunches have enough money to feed an average of 204,000 free and reduced-price lunches to South Carolina school children. However, for September through December of 1970, in other words, the first four months of the school year, the average number of children actually being fed free and reduced-price lunches in the State has been 162,000. That means therefore that there are 42,000 lunches for which money is available for free and reduced-price lunches which are not being fed to children in the State.

And in order to even break even and use the money that is available for these programs, South Carolina will have to move an average for the last four months of the school year including February, average feeding 240,000 a month. In other words, just to use the money that they have. That means adding about 60,000 more than they are feeding now. And it all boils down to the fact that there are a lot of children out there who could be fed. The money is there. It is not a question of not having the money. Congress has appropriated all that was asked in terms of School Lunch Programs this year. It is a question rather of those children not being sought out, and it is a question of no aggressive action being taken at the local level to find these children.

We know they are there. We have on the staff of our South Carolina Council on Human Relations, one young black woman who is an Outreach worker who, in the matter of a couple of weeks has found 50 children in Hampton County, South Carolina who are eligible to the program and have been added to it, but they have only been added to it because she has been there to find them and see that their parents fill out the applications and so forth. These are parents, many of whom cannot read, and many of whom have not been approached, other than having received something through the mail.

It is also interesting to note that South Carolina last year had allocated for its use approximately—and I am using rough figures—$500,000, a half million dollars, for the Day Care and Summer Recreation Programs, which are commonly referred to as the Vanik Programs.

South Carolina returned unused $350,000 or 70 per cent of the available money to feed hungry children in South Carolina through Day Care and Summer Recreation Programs. I spent two hours in Atlanta, Georgia talking with the regional director of the Food and Nutrition Service, and I asked them what their priority was in terms of these Vanik Programs, these Day Care and Summer Recreation Programs. I asked them if it was nutrition, education, outreach or something else. Their reply was that their top priority was outreach because you cannot educate children about nutrition until you actually get them into these programs. And I responded "Fine, that is what I had hoped to hear".

The next question I asked was, "Well, how many people do you have working in South Carolina in an outreach capacity?"

And the reply was, "Well, we have no one fulltime; we have a couple of people that come in once in awhile."

And my response was, "Well, if that is your top priority, a half-million dollar program and you have not a single full-time outreach person for our State, I would hate to see your other priorities."

The State Department of Education in terms of its Outreach programs has hired this past year three new outreach workers, but these people don't reach out into the community; they reach out into the school system and work with school officials to improve the quality of food, to improve the delivery system in the cafeteria. They don't reach out into the community to involve the parents, to involve the children who are not now getting fed.

One other very interesting fact, and I just learned this this morning, in the new School Lunch regulations require that every October and March, that the State Department of Education submit figures as to the number of eligible children in that State, who are eligible to receive free and reduced-price lunches. Now, the figure quoted in the USDA report for October 1970, show South Carolina as having 186,000 children eligible. I do not know where that figure came from, because the Title I figure which showed the number of children from families making less than $2,000 a year—and I emphasize 2,000, not 3,000—the poorest of the poor—Title I figure for those kids is 208,000. So you have a difference here of 23,000 just in terms of the kids who are eligible. I don't know where they got this figure from.

The **Chairman**. Could I interrupt you just a minute, Paul? Do you mean that in South Carolina there are now 208,000 children in families earning less than $2,000?

Mr. **Mathias**. These are 1960 census figures, but are the only reliable figures we have in terms of Title I. We can't get a figure on kids from families making less than $3,000. They claim there is no such clean figure available. We have to go on, you know, that lowest figure for kids from families making less than $2,000 a year.

All right. That is bad, but this is even worse. In November of 1970, the USDA reports that 192,000 children in South Carolina were being fed daily free and reduced-price lunches. The figures from the State Department of Education which I have on a form sent to me from them, show that in fact 174,000 children were being fed free and reduced-price lunches in November. Which means that there is an 18,000—figure of 18,000 children difference between these two figures, and this is a blatant falsification of fact. And a downright effort to delude the public into thinking that in fact the program is reaching more children than it actually is.

In terms of the people that are working in the program, there are 46 county supervisors for the School Lunch Program; there are, I think, five district supervisors; and there are 13 on the office of the State School Lunch staff. Of that number, two are black. And that seems to indicate to me that no matter how sympathetic these people may be to the problems, most of them have not come out of a poverty background, and are not conversant with the situation, and therefore are not aggressive in terms of reaching out into the community.

We have asked the State School Lunch director to use some of her 1 per cent money, the money she has 1 per cent of her total funds that she can take and use for innovative model programs to develop greater Outreach and so forth. We volunteered to do things for her, or, at least, to suggest ideas and ways in which she could use that money in an innovative fashion, and again she replies that her primary responsibility is with the State Department of Education and working with the cafteria people in improving the quality of food. So there is a great reluctance I feel on the part of the officialdom in South Carolina to actually use community people or to reach out into the community.

And this is a situation which we think needs to be brought to light primarily because of two reasons. Senator Hollings from South Carolina has written an excellent book entitled "The Case Against Hunger" which points up some of these discrepancies. We have a governor, who, just a couple of weeks ago, came out and said that within the next four years he hoped to eradicate hunger and malnutrition in our State. And yet the State committee composed of state legislators, the head of the State OEO, individuals of that caliber, came out last year with the report entitled "The Report of the Committee to Divide the State Action Program to Deal with Problems of Hunger and Malnutrition in South Carolina". The report is a three-page document, which, in essence, says there is a lack of coordination, which we already knew. They list on the first page the programs which are designed to benefit the hungry in South Carolina. They list 13 programs. These are the folks which are supposed to be the experts in the State. They don't even list School Lunch, School Breakfast, nor the Day Care Program which I have just been talking about.

So there is quite a dearth of real good information in terms of what the problems are, and we intend to see that these facts are made known to the public and that the good rhetoric is followed up by some good action.

The **Chairman**. Mrs. DeLee, do you have anything to add?

Mrs. DeLee. Well, I would just outline some (unintelligible). For an example, some of the things that—some of the cases, like for instance, it says who is eligible and who is not eligible because they said they'll feed all the kids who are eligible for the free or reduced lunch program. For an example, we have cases where they—a mother with one child, which gets $56 a month from welfare and $56 of Food Stamps for an adult, and she got to pay a dollar and seventy-five cents a week because her daughter, the little girl is not eligible for Food Stamps, is not eligible for lunch—the free lunch program or reduced lunch program, because the mother getting too much money. And she got too much income, and that's all the income that she's got. And we—and I mean this is not just one case; this is just some of the cases that we have, so—and—is—Mr. Mathias just said now, and the Breakfast Program which is so needed, you cannot—you can't get it into the schools, and there—so many of these children is from homes where they don't have no breakfast before they leave early in the morning, because some families don't have the food: others got to leave home so early that the kids is not hungry. But it still is on welfare, and so this they don't do, and then—I mean, they don't feed them, so they is not eligible, so that is what your school officials said these people—you know, they—because they're making too much money, getting too much income, rather.

And the Day Care situation, as Mr. Mathias said, and really this is one particular case that I want the world to know, because we have people, children, we have been trying to get funds or Day Care Centers. For instance, one—we have opened up the Day Care Center in Dorchester County which for—we got the school where that, I know you have read a lot about that—I led this march and got them Indians to boycott that school. And we got them in the integrated schools for better education. So we got the school, and they opened up the Day Care Center. But we can't get no funds, because there's no funds available for Day Care Centers.

We have a room that's 78 children from the poverty family, low-income families, which means these children come from welfare homes, homes where some of them haven't yet got on the welfare, girls house, 3 and 4 children, and never been married; and that sort of thing. It's a miserable situation.

And the reason we opened this Day Care Center, because mothers that children got no husband because husband had no job and run off and left the mother with the children, and as I said, these girls that never was married, and mothers have to leave their kids at home and we have had cases where 5 and 6 children got left alone in the house, because there was nto only 7–8 year old children to mind all these kids—nobody knows nothing about these kind of situations and now and I mean this Day Care Center which we have, consists of black, Indians, and white children. And you would have to see to believe it, of what's been happening. We can't get no funds because its—none available. We've contacted all the way from Washington, every department for Day Care Centers, and every kind of child program, you name it and I've contacted it, and everybody saying that the programs up here HEW and everywhere else they tells me like, "Mrs. DeLee, we can supply you with information." I said I got enough information to run the whole—the United States, not the State of South Carolina, nothing but booklets on how to feed, who to feed, but no money to feed with.

This is this kind of thing that the world should know about and I'm saying that with all the money that's available, God knows, I don't see why in the world something can't be done. Because Day Care Centers—these children, the Lunch Program, the food, and what not, people really don't know what's happening. This is where it really begin, and this is the first thing—that something should be done about rights now.

Sometimes they got programs—I'll tell you one program which got money available which, that they could use, for the programs that could take care of Day Care Centers, but they said, "No, we can't use it for that", so I don't even know what it is. What (unintelligible)—when a child get in the twelfth grade and you do something for him then, he's too far gone. You should do something before he get in the first grade, because this is where the child is mold and made at, but once he get in the twelfth grade, he's done made just whatever he going to be; either he's a dope addict or bum or whatever, he's done hurt.

So I'm saying really I—I—I—I'm really hurt over these programs, these feeding programs, and—because it is a terrible situation. I really been dealing with this thing for Commodity Food and all kind of things they write up on the paper; they got all kinds of things available for each month.

Let me say this and I'm going to quit. I'm just talking too long, but each month we get a list from the Commodity Food Program, and USDA (unintelligible) fresh fruits and vegetables and juices and this (unintelligible) service says December, and ain't none of its outreach yet, but it comes down on the paper. Why we hadn't even been able to get—I talked with a lady the other day, she says she's from one of them programs, she says—well, she just, you know, they didn't have none of that available. But to write it up and somebody read it, you think that this stuff is going out reaching the people.

The only thing you getting, food is, Commodity Food Program, is this devilish old soy beans, I call it, but kidney beans and something else, but our children can't stand them things. You bake them, you fry them, you stew them, you fry them, and then with all that you ain't got nothing.

This is it.

The **Chairman.** Thank you, Mrs. DeLee. (Applause.)

Mrs. DeLee, what about Head Start,——

Mrs. **DeLee.** Oh, Head Start. Let me say something else too, because from the Commodity Food Program, you know we get this 80 per cent reimbursement which we get from this program, everybody is, I guess, familiar with it, but it takes about 8 to 10 weeks to get a check of that, and so, it just really bad, somebody—we got a letter a week before last saying they going to speed it up I contacted Mr. Thurmond—somebody said it's in, you know, Republican hands, so we try to see what we can do with the Republicans now for this US, you know, Agriculture Department. And now to answer your question about Head Start.

I hardly know where to begin, because Head Start is a sickening program. It is one of the ones that really makes you sick on your stomach, because first thing it is a program that some people think it's really a good program; it's good on paper, but what good is it doing, because you only can get so many children for your county, just enough to mess up the county, just enough to make everybody think that well, you think more of my child than you do of the next child, and this is—it's a fighting program, people fighting, because right now for Dorchester County, we have a tri-county, four-year program, which—Head Start in the tri-county, Head Start—so just imagine we only can get 50 children for each county, 50 children, that's all we can get, 50 for Dorchester, 50 for Berkley, 50 for Cobb. And then these got to be from the surrounding area, (unintelligible), and then it got to be from the very low income, less than $2,000, and so the only thing I can describe it, it is just a sickening, sick program. That's the way it is. Because it cause more confusion than it helps, because people gets mad up there and say—and then another thing about, you can't get but one child out of a family. If the children—if a family got three little children, that's eligible for Head Start, you can't get but one, even if the twins are one, you must take one and let the other there. So, you just can imagine. I could just go on and on and describe that thing, because it's really nasty. That's all that I can say about it.

The **Chairman.** Well, any questions of Mrs. DeLee or Mr. Mathias?

Question. Has there been any study done on any of the School Lunch Programs, or School Breakfast Programs to demonstrate the improvement that takes place in a child's performance in school? A guarantee a hot meal at breakfast or a hot lunch?

Mr. **Mathias.** I think that has probably been done nationwide, not in South Carolina, I am not familiar with any, but, you know, they already know, I think, that that's—any teacher that we confer with and tell them that a Breakfast Program will sit up really as a great advantage to the children.

I should mention that the State is using its Breakfast money to the full extent, and, in fact, we'll probably get a supplemental appropriation this year. There are 97 breakfast programs in the State, none of which happen to be in Dorchester County, but an example of the fact that—the reason I mention the thing about the lack of black employees. There is one county in the State where you have a black supervisor is where you have eight Breakfast Programs, which seems to me to indicate that, you know, it is pretty good evidence that here is a person that is doing a pretty good job, and yet she's the only person who is black in the State sharing that responsibility.

I just think that there is a lot more in terms of aggressive action that can be taken than there has been.

The **Chairman.** Mr. Choate?

Mr. **Choate.** In reference to Dr. Wheeler's question, I would like to point out that the results look very promising in one school district in San Diego, Texas where there is a total program, breakfast and lunch, but health services as well, in terms of attendance at school and in terms of the improvement in the performance of the school children and the number of children going to college.

Also, Dr. Bettelhiem with Chicago, has put together instances where School Breakfast or School Lunch does enhance the learning situation. There is more involved here than just the food per se. It has to be served in the right kind of atmosphere, preferably with the teacher sitting down and eating with the pupils and the educational process blends with the act of eating, and under these circumstances these kinds of programs are very effective.

But a Lunch Program or a Breakfast Program that is just sort of thrown out or served in a gymnasium without any sort of a group atmosphere can be detrimental to the learning process.

Thank you.

The Chairman. Well, Mrs. DeLee and Mr. Mathias we thanked you this morning and we thank you again. Good luck to you. (Applause.)

We will hear next from a representative from Kentucky, our friend, Mr. Nick Frazier.

REMARKS OF NICK FRAZIER, EAST KENTUCKY WELFARE RIGHTS ORGANIZATION ON THE APPALACHIAN RESEARCH AND DEFENSE FUNDS

Mr. Frazier. My name is Nick Frazier. I am working with the East Kentucky Welfare Rights Organization on the Appalachian Research and Defense Funds.

We have had a number of problems with the School Lunch issue. Back in 1969 we had to picket the schools to get a School Lunch policy. During the picketing we wound up in a fistfight. We got a lot of publicity. We had Mr. Griffith from the Agriculture Department down. We had Mr. Swing from the School Lunch Program from Kentucky down. I don't remember his title. But we finally got a School Lunch Policy for Ford County, and they are enforcing the School Lunch Policy there now. But in other parts of the county they are not. Most of the people don't know about the School Lunch policy, what they have to pay, what the guidelines are, or anything like that.

Now the Breakfast Program is very bad because it doesn't serve the ones that it should again. The kids that have to ride from the (unintelligible) for long distances do not get to eat because the buses are late, 8:30 and 9, usually school takes up at 8:30. So they miss out on most of it.

Still in other parts of Eastern Kentucky they still use votes. Again, as I said, the politicians capitalize on this because before election they will come around and ask a person to vote a certain way and if he agrees to do so, then shortly before the election 1 or 2 of the children will start eating three meals. I am still getting this from different parts of Eastern Kentucky, not in Ford County. That means that sometimes 2 or 3 kids from the same family—two kids will be eating three lunches while 3 or 4 will have to do without. Sometimes watching their brothers and sisters eat.

And it is just not working without an organization there to make sure that they publish the School Lunch policy and to make sure that the guidelines are sent out to these individual families, so that they know how to apply for school lunches.

I have a letter here from Spruce Pines. It is sent out to the parents. It says: "Dear Parents: In order to have a Lunch Program at Spruce Pines—"

The Chairman. Who sent this out?

Mr. Frazier. This is sent out by the principal of a small two-room school in Spruce Pines. That is in Ford County. Of Eastern Kentucky. This was sent out at the beginning of the year and the people picketed there and we got volunteers to cook from the East Kentucky Welfare Rights Organization. This was what was sent out in the beginning of the year.

It says:

"In order to have a Lunch Program at Spruce Pine we must first have someone to cook. Mrs. Elizabeth Yates agreed to cook if each child will bring 20 cents each day, 10 cents to pay Mrs. Yates, 10 cents to pay for milk and bread. If you wish your child to have a hot meal each day please sign below."

Now they meant for children that qualified for free lunches to bring that 20 cents also because we talked with the principal. And certainly if you can't pay 10 cents or 5 cents for a meal, you wouldn't be able to pay the 20 cents.

Some of the lunch rooms I talked with some people in Rockcastle County. They don't have any lunch rooms at all in some of the schools, some of the small schools because the teachers figure it is inconvenient to have the lunch rooms, and it is just too much trouble to bother with.

Well, that's about all I have.

The **Chairman**. Thank you very much. Any questions of Mr. Frazier of Kentucky?

I want to thank you again.

I figured I'd skip talking so—do we have a representative of Arkansas here? I apologize for having jumped over you. Would you introduce yourself please?

REMARKS OF CRYSTAL BRENLOCKS OF THE ARKANSAS COMMITTEE ON FOOD, NUTRITION, AND HEALTH

Miss **Brenlocks**. In essence, the School Lunch situation in Arkansas is very much the same as that in South Carolina.

As of last month, there were 105,624 Free Lunches served in January. This represents 40,000 more than the previous year. It also represents 40,000 less than the Title I population of the State. Again, this—the Title I population reflects those families with incomes under $2,000. The figure also reflects $74,000 less than the estimates by USDA.

As in the case of South Carolina, we found the same interesting discrepancy between figures that are published by the State Department of Education of Arkansas and the ones out of the Regional Office in Dallas. In our case, the discrepancy was 5,000, maybe because the trip is shorter from Little Rock to Dallas than from South Carolina to Atlanta.

The School Lunch policy in Arkansas was initially instituted more or less by force, by very active campaign on the part of the National Welfare Rights in North Little Rock school district. They received statewide coverage. However, the rest of the schools in Arkansas did not actually comply with the new School Lunch legislation until January of this year.

We have received numerous complaints ranging from that teachers eat first and children get the leftovers, children don't get anything to eat at all; teachers get the best food and children don't.

There is a kind of general unwillingness on the part of local superintendents to serve a free lunch. There has been a history in the way the School Lunch Program has been administered before that a child had to work for his lunch, because children were not to get used to the idea that they could get something for nothing, because our society is not based on that fact. This is—I have had superintendents tell this to me .

Consequently, some children in some school districts eat on the days they work; on the days they don't work for their lunch they don't eat.

Some schools have abysmal facilities for lunch rooms—children eat off of broken desk tops, they have not adequate silverware. I was in one school in Crittenden County where a dessert was served that was served with an ice-cream scoop. It was some kind of cornmeal mixture with a chocolate over it.

The State of Arkansas has four people to administer the School Lunch Program which means that these are the people not only in charge of administering the program to see that the schools keep appropriate records, but also they are the ones that provide diet counseling for the school districts.

The forms that were sent out to parents announcing new school lunch policies for the most part abided with the regulations in the National School Lunch Act. However, the cover letter that went along with the form was a reprint from USDA, the instructions that USDA gave to the State Department of Education. It was a two-page letter talking all about nutrition. Consequently a lot of the forms that were sent home with children were never returned to the school, putting the schools in the position where they could say, "We did inform the parents but we didn't get the forms back."

There is no—any kind of feedback mechanism to find out, you know, what happened to the forms and why children didn't get them back.

There is no attempt to check this either on the State or on the local level.

I would like to talk a little bit about the School Breakfast Program. Last year the State of Arkansas returned $350,000 in School Breakfast Programs. They found 53 schools ready to administer the program——

The **Chairman**. Returned $350,000——

Miss **Brenlocks**. Returned; yes.

The reasons are that the School Districts themselves are under such financial duress; as you probably know Arkansas teachers are the lowest paid in the entire

United States, that School Districts do not have the money to supply the needed costs in paying the labor that is necessary to prepare the breakfast program. This is according to the school district. Consequently, 53 schools out of the 1,336 participate in the program.

The program is an administrative hassle. Only foods approved by Food Nutrition Service can be served. It makes the program very unattractive besides having to hual kids that already ride for long times, you know, even getting them up earlier to get to school.

The special child-feeding program for children we have discovered, usually goes to Day Care facilities that are essentially middle class organizations. According to the lady at USDA in Dallas, people that will be able to responsibly administer the program. Poor people's organizations do not benefit from the Special Child-Feeding Program.

Question. I wonder if you would tell me a little bit. What is the nature of the operation of this Committee on Food and Nutrition? This is sponsored by the State?

Miss **Brenlochs.** No, it is—it was formed by participants in the White House Conference on Nutrition and Health who returned to Arkansas and decided to do something about nutritional status of Arkansas. Consequently they received a grant from the Emergency Food and Medical Services as a demonstration project.

Question. For how long was it funded?

Miss **Brenlocks.** Until July of this year.

The **Chairman.** I have to apologize first. I am afraid I did not get your last name.

Miss **Brenlocks.** Brenlocks.

The **Chairman.** Miss Brenlocks. Could we just establish one point—you have pointed out, as did the people from South Carolina, that there is a discrepancy, a rather substantial discrepancy, between the number of children served School Lunches, and the number of children who show up on Title I.

Miss **Brenlocks.** Um-huh.

The **Chairman.** And the discrepancy in both States is in—is the same way. That is, there are more children shown on the Title I——

Miss **Brenlocks.** Um-huh.

The **Chairman** (continuing). Side. And it is true, isn't it, that the State collects money from the Federal Government for children's—collects Title I money per child.

Miss **Brenlocks.** Um-huh.

What—it was very interesting about those figures because even the Title I figures themselves were determined in Arkansas at least when the Title I program first was funded in Arkansas. In other words, these figures have never been adjusted and they have been assigned. Each school district now has been assigned a number, a Title I population, so they don't even accurately reflect actually how many families fall below $2,000 a year.

The **Chairman.** Any questions from up here?

I feel like—I don't know what there is—I don't have any other questions either, I am afraid. The story is pretty much an unchanging one, isn't it?

Thank you very much for coming.

I am told that Massachusetts people and West Virginia people want to talk together because they are working together. That astonishes me, but—would Massachusetts and West Virginia come up here together please?

Would you introduce yourselves and could you explain how this great coalition took effect?

REMARKS OF BARBARA SPLEYN, REGIONAL REPRESENTATIVE, CHILDREN'S FOUNDATION NORTHEAST; AND BOB GARBO, CHILDREN'S FOUNDATION, APPALACHIA, WEST VIRGINIA

Miss **Spleyn.** My name is Barbara Spleyn and I am Regional Representative for the Children's Foundation. I work in the Northeast.

Mr. **Garbo.** And I am Bob Garbo, and I work for the Children's Foundation in Appalachia and am based in West Virginia. My home is in Marmatt, West Virginia.

The **Chairman.** Well, very good. Glad to have you.

Who wants to speak first?

Mr. **Garbo.** Well, West Virginia was last on the schedule, so I will yield to——

(Chairman laughing.)

Mr. **Garbo** (continuing). To the Northeastern part.

Miss **Spleyn**. First of all, I would like to read a statement written by a welfare mother in Hyannis, Massachusetts. She was unable to come today; her babysitter couldn't make it, at the last minute. Her name is Vicky Bell and she lives in Hyannis, Massachusetts.

(Reading.)

My name is Vicky Bell. I live in Hyannis, Massachusetts. I am the mother of eight children.

Before we ever had Free Lunches they were publicized in Hyannis. Myself and other members of the Hyannis Welfare Rights Organization had to call a meeting with the School Board and ask them about School Lunches. This was last September. They took more than three weeks for them to meet with us, and when they finally told us they didn't think there were any poor people on Cape Cod.

They also told us that they thought families on welfare got money in their checks for lunches. If they knew anything about welfare, they would have known we only get 26 cents a meal as it is. I would like to see some of them live on 28 cents a day.

When school started in September, I called the schools about Free Lunches and I was told that I had to pay 15 cents like I did last year. The principal told me that (quote) the food in school must be paid for and we don't have Free Lunches here (unquote).

Children who are bringing their lunches but who should have been getting free lunches had to pay for milk and dessert. They wouldn't give Free Lunches to my children even if some were getting them. They still don't want to give my children Free Lunches, even though they do because they know it is the law.

The schools in Hyannis had never had published guidelines for School Lunches and when we asked for them we were told that there was no money available for mailing out information for parents.

When they told us this we asked to have the guidelines sent home with the children. They did this with only some children; only those they wanted to get free lunches. My children didn't receive any, and anyone else working with Welfare Rights, those of us who are speaking out on School Lunches, their children didn't receive forms either.

We were forced to call another meeting with the School Board before everyone's children were getting Free Lunches. Things have sure changed in Hyannis. In 1969, there were 350 children getting Free Lunches. At the end of 1970 there were over a thousand. I guess that shows there are some poor people on Cape Cod.

We know that if it hadn't been for Welfare Rights, pushing and knowing our rights, there would still be only 350 children getting a Free Lunch.

We have had trouble with the principals and the cooks knowing who get free lunches. In the lunch room they had said things like, "Oh, he's a welfare kid. You have to give him a free lunch." The superintendent informed us in September that there was no way to insure that other kids wouldn't know who was getting a free lunch. He was saying this at the same time that the State School Lunch Office was sending out information to all schools that gave sample forms at collection to insure the kids wouldn't know who is getting a free meal. He had the information, but he just wouldn't tell us.

The problem is poor people don't have anyone on their side out here. We have to find out these things the best we can. We still are having lots of problems in Falmouth. Many parents still have not received application forms. Schools officials over there tell parents they don't know anything about free lunches, and if someone does apply it takes a week before the children get a lunch. If it wasn't for Welfare Rights groups and the information we are able to get through Welfare Rights, I don't know what we would do. The people on the Cape are really against anything to help poor people. We are really grateful for Welfare Rights.

(Reading finished.)

Miss **Spleyn**. I would also like to read a statement of my own to somewhat put the situation in Hyannis and in Falmouth and the context of school lunches in Massachusetts and in other places in the Northeast.

First of all, I don't think we can talk about an effective School Lunch Program until we talk about school lunches for every child in this country. On every front we are witnessing a half-hearted attempt to feed hungry children. How can we tolerate a program that allows some children a meal, that allows others to go hungry, a program which allows the School Board to choose to have the Lunch Program in one school and not another, and a program which divides communities and parents by giving to some and not to all.

The way in which the School Lunch Program now operates permits and even fosters these conditions to exist.

In Callas, Maine, you have the School Board pulling out an existing School Lunch Program, and a threat of others to follow. In New Hampshire you have a school lunch director who is reimbursing ten cents less for School Lunch than every other state in the Northeast. And in Worcester, Massachusetts you have brand-new schools being built without School Lunch facilities. It should also be mentioned that all schools in Massachusetts that don't have a school lunch program now could at least be given a free lunch—I mean, free milk, to needy children but they are not doing it. There are still Title I schools in Massachusetts which do not have a lunch program. In those schools, virtually 99 per cent of the students are eligible for a free lunch if there was a program. Not to mention schools with programs that continue to break the law and discriminate against children.

In Boston, where now 1 out of every 5 people in the city are receiving some kind of public assistance, there still are 130 schools without a lunch program, and only 55 with a program. This means that 40,000 children in the public schools alone have no access to a School Lunch Program. With unemployment rising daily within the State and more and more families forced to turn to welfare for assistance, we know there are more and more hungry children, children who can't even get a school lunch.

Some of you may be familiar with School Lunch Programs in Massachusetts. You may be saying to yourselves right now, "Well, things certainly need improvement, but at least in Massachusetts there is a State law, the only one like it in the country which will require all schools in the Commonwealth of Massachusetts to have a School Lunch Program in single session schools by September of 1972, and in double-session schools by September 1973."

Aside from the fact that this law contains inadequate Federal funds, I submit to you that tomorrow afternoon a bill will be heard before the Social Welfare Committee of the Massachusetts State Legislature which, if passed, would allow cities and towns to exempt themselves from this law.

How can we talk about feeding hungry children and eliminating poverty when loopholes still exist for school officials, school boards and state legislatures to subvert the intent of the law, and arbitrarily decide if hunger exists in their communities.

It is my estimation that USDA and educational departments are thus taking a passive role toward feeding children. They rely on school boards to approach them and ask for assistance rather than complying with the intent of the National School Lunch Act when it was passed in 1946, by feeding the needest children first. The USDA and school departments should take an active and aggressive role in determining the neediest areas within its state and implement School Lunch Program accordingly.

Beyond this we need a clear-cut and unequivocal mandate from Congress that every child in this country shall have access to a school lunch. That would be mandatory for all schools to have a School Lunch Program inspite of callous school boards and educators who still fail to recognize that good nutrition and good health are prerequisites to learning not just sidelines to luxuries. Until citizens, educators, and politicians alike recognize the need for a universal School Lunch Program, which reaches all children, School Lunch will go down as just another half-hearted attempt to ease the pains of hunger and poverty in this country.

Thank you. (Applause.)

The CHAIRMAN. Thank you, Miss Spleyn.

Shall we hear from Mr. Garbo and then go into discussion?

Mr. GARBO. Okay. I also have a statement from Jovo (?), West Virginia, which is in McDowell County. It is submitted by Franklin Church, and Mr. Church wanted to come very badly today but he is on welfare and once a month he has to go to a doctor for a checkup, if he doesn't go he is liable to get cut off, so he couldn't make it today. So he has asked me to read it though.

(Reading.)

In McDowell County we have twelve schools that do not participate in the Lunch Program in any way. Many of these schools have no bus transportation. Our County Superintendent has promised for the last five and a half months, a centralized kitchen for a satellite feeding program for these schools, and they are in the process but they have never told us when these will be placed in effect. Local school systems are the reasosn that these schools still exist because of rough terrain, mountainous areas and general inaccessability. We believe as citizens of this county that if we cannot have the satellite program at these schools the schools should be closed and consolidated with the larger ones who already participate in the lunch program.

Because our school superintendent is retiring at the end of this school term he is hesitating deliberately in beginning these programs, is passing it on to the new superintendent. Most of these schools are rural and they are 80 per cent low-income families. We as citizens feel that the children would qualify for at least a free or reduced-price lunch.

The list of schools not participating is as follows:

Allen School, Baker Ridge, Brusterdale, Estep, Yeager, Lester, Rex Elementary, McBranch, Litwar, Lowgas Elementary, McKinley Elementary, and Welch High School.

These schools have over 2,000 students. This list is also from the office of the State School Lunch Director. McDowell is the second-ranking county in the state with the most schools without Lunch Programs.

During our struggle here I have been unable to communicate with the County School Lunch Director or the State School Lunch Director with the exception of personal visits to the State Office. I have sent letters asking about the School Lunch policy at McDowell County to both offices, but I have never gotten a response. I am now in the process of sending a letter to Mr. Clifford Hardin. The only thing we know is what we read in the paper or what the principal tells us. What we really need and must have is the actual policy for this county, so that all citizens would know just what category they would fit into.

Previous attempts to have HEW investigate this county school system concerning Federal money for Title I programs have failed. The centralized kitchens that the board has promised to set up for the satellite feeding programs were started in September, and are probably completed but no lunches are being prepared in these kitchens. When we ask why, the School Board says the kitchens are not ready. They never indicate when they will be ready.

The cooks in the Sandy River district of McDowell County are very dissatisfied the way the County Board of Education is running the School Lunch Program. They are being overworked, understaffed, and they have been threatened with a cut in salary. There is talk that a strike might be forthcoming if the Board of Education doesn't do something to eliminate these problems.

Why is it that the money seems to get tighter on the local level when Congress appropriates millions more for the School Lunch Program?

Another problem that exists in schools which do have Lunch Programs, is the confusion about reduced price lunches. Isn't there a way to simplify their process so that more people can participate and save money. I know of people in my own area of this county that do qualify but don't understand the reduced price schedules as they now exist, and others are simply afraid for various reasons, repercussions between teachers and students and perhaps the fear of the power of the local School Board.

I strongly recommend that the appropriate committee at the Federal level should, by all means, investigate the situations that have been mentioned here and do everything in their power to see that they are eliminated. I also suggest that all families living on a fixed income, whether it be county welfare, Social Security, or Veteran's Pension, should qualify for free school lunch. This should be in the form of an amendment to the present School Lunch Law. Let us remember that as the cost of living rises and union wages soar, people living on a fixed income, remain at the same level. The problem is not that the National School Lunch Program is bad, but that it is bad at the local level, for local authorities fail to utilize funds at their disposal, for the schools that need them most. Franklin Church, Jovo, West Virginia.

(End reading of statement.)

The CHAIRMAN. Thank you very much, Mr. Garbo.

Mr. GARBO. I have also a statement which puts a little history which I would like to present before the committee about the School Lunch Program in West Virginia.

The CHAIRMAN. Could I ask you a question before you go on?

Mr. GARBO. Sure.

The CHAIRMAN. McDowell County—is that one of the largest coal-mining counties down there?

Mr. GARBO. Yes, it is. I don't have figures on how much they take out, but it is one of the largest in Southern West Virginia.

The **Chairman**. Do you know what the companies are that mine coal in McDowell?

Mr. **Garbo**. No, I don't. Not offhand.

Voice. U.S. Steel is one.

The **Chairman**. Have any idea what kind of school taxes U.S. Steel pays in McDowell County?

Mr. **Garbo**. Very little, based on my knowledge of what coal companies pay in other counties in Appalachia.

West Virginia had a chance to experiment and try a new program back in October—I guess it was the first—and I am not sure if it will be her last. It is no longer in existence, and I think it explains some of the problems of some of the participation figures being lower than they should be. And the confusion that exists in West Virginia about the School Lunch Program. About a three-page statement explains it.

The **Chairman**. I think we have copies of it, if you could just summarize it, it would be helpful.

Mr. **Garbo**. Well, basically, there are two factors that contributed to the confusion, and the first being almost all the school lunch directors and some principals and teachers that I've run into in the State didn't fully understand the new program which was basically an either/or proposition. You had either a 15-cent full-price meal, or free. They were using the new income guidelines at that time back in October, they put them in ahead of time, and participation rates went up immensely when the new program went in. It went in throughout the entire State and lasted for about three weeks. At that point, the USDA clarified its position and disapproved the program and West Virginia went back on to a free scale, full-price, reduced-price, and free, using the new income guidelines.

What this first factor did was to produce some little confusions among administration. All the school boards had to resign a new contract which required approval of the School Board; all the teachers and administrators had to become accustomed to a new, very complicated, reduced-price schedule. And parents then within a course of one month got another form sent home. I am ran into many parents who said, "I got one of these last month. What's this other one for?", and just couldn't figure it out; I am sure it had a lot to do with them not sending them back, total lack of understanding of the reduced-price schedule.

I am sure that the second factor was the schedule itself, which came out on the official form as an extremely confusing schedule to look at. Families would look at that schedule and, depending on their family's size, they would look and see how much income they had coming in each month and see at the one column they didn't fit in for free lunches. And the next column doesn't explain what those money figures are really for very clearly. And so they automatically didn't think they were eligible for free lunches; they didn't submit the form.

In many cases, some of those families, because of the number of children they had in school, were eligible for—sometimes all the kids would receive free lunches, or at least reduced-price lunches.

That basically was two very important factors I see that have reduced participation figures down. The State School Lunch Director told me about three weeks ago when I got the latest figures from her, "In West Virginia right now we have about 50 per cent of all the children in the State receiving a free or reduced-price—50 per cent of all the total meals served—are a free or reduced price." And she admits very candidly that that ought to be a lot higher. And I think a lot has to do with the confusion that still exists, because of administrative messups between the State Office and USDA.

The **Chairman**. Very good.

Miss Spleyn, I might say before we get into questions, you mentioned in your release that all children ought to have access to school lunch, which gives me the opportunity to say that this citizens—this board made its report about three years ago; we accompanied that report with a set of 14 recommendations which have been, I am glad to say, reproduced here as part of the agenda of this meeting. And I—though we've had some improvement in the last three years, I think you would agree we have come far short of the kinds of programs which are recommended here and which do include on their ninth point that every school child should have available a lunch at school, and every Head Start child and every kindergarten child.

I might say that the organization which Miss Spleyn and Mr. Garbo are working with, the Children's Foundation, has also very kindly and very helpfully submitted to us a document which they appropriately called or referred to as another catalogue of horror stories, a document listing some 7 or 8 pages—10 pages—of instances of what they call "official lawlessness" which is a phenomenon which I think we better all begin identifying in whatever we do. If there is official lawlessness in the administering of School Lunch and other Federal food programs, it is the lawless behavior of officials.

I think it is also of interest to note here—and I will stop filibustering here, but I think it is also of interest to note, you referred to 50 percent of the children of West Virginia receiving free or reduced-price school lunches now.

VOICE. That is not what he said.

The CHAIRMAN. What's that?

VOICE. That is not what he said. I believe he said that 50 percent of the lunches were——

Mr. GARBO. Of the total meals served.

The CHAIRMAN. I stand corrected. I meant to say that, I just—it is getting late, and I jumped ahead of myself there.

In the—I don't happen to have the relevant facts about the passage of the School Lunch Act, but when the Food Stamp Act passed in Congress this past year, we got out of Congress the Food Stamp Act, which was far less than we should have had; not nearly as good as we should have had, and we got a fairly decent bill out of the Senate; we got a repressive bill out of the House. And as all these things do they go to a conference committee, and that is an institution of American government which I think we pay too little attention to. But it is a terribly important institution, because it is in the conference committee that the law is finally written if there are any variations. And it is interesting to note that every single Senator who is on the conference committee that wrote the Food Stamp law which is now passed, voted against Free School Lunches, except Senator McGovern, who refused to sign the Conference Report. But every single Senator who was on the conference committee had voted against the bill which the Senate passed, again except Senator McGovern who refused to sign the report. That the conferees in the House—I am again thinking of that notorious isthmus the House Agriculture Committee—chaired by Representative Poage, who—and—we need to pay attention to these kinds of processes by which our laws are written.

All right, I will stop there.

Are there any questions from up there?

QUESTION: Mr. Chairman, this is so depressing, could I add a light note maybe—not to sound like a Pollyanna, although I am accused of that sometimes—I got some reports from around where we have local folks, and there is one place in North Georgia which is the tip of Appalachia. It comes from one of the indigenous people that we work with, and, apparently, in the 16-county area, according to her, they do have school lunches in all of the schools. In one of the schools where there are 850 children, 200 get free lunches; a number of others who do not want free lunches get lunches they pay 10 or 15 cents for. The school officials have worked out the program in such a way that nobody knows who gets a free lunch or a reduced-price lunch. They have a multi-purpose center in the area, which I guess the local indigenous people have a close hand in, and over the last three years they have apparently made, provided a lot of information about the food programs, and apparently they are well-known. They have classes there on Food Stamps—they have health classes, School Lunch, Food Stamps—they seem not to have any complaints. I only say this to show it can be done, and there are some school places where there is cooperation and I guess—and I don't want to indicate this is perfection; I am sure it isn't, I am sure there is a lot wrong with it—but I do think that it is a sign that we can do a lot better and in some places they really are doing fairly well.

I just wanted to add that so you wouldn't fall through the floor out of depression, Mr. Chairman.

The CHAIRMAN. We are grateful.

As a matter of fact though, we have left out some things here today that could very well be included. One of the—the school lunch representatives—you do not include anybody from New York City, which has got some horror stories in its School Lunch Program that are peculiar to that fine place.

The—any questions for Miss Spleyn and Mr. Garbo?

Thank you very much.

Voice. I would like to call attention before I leave to—I believe it is just a written report which is submitted by Dr. Tittlebaum from West Virginia University, which may give the committee a clear understanding of the West Virginia problem also. He is here today. And I thought I might mention, you know, this is more of a detailed report than mine and indicates the same basic problem, administrative problems, as well as this problem about getting facts and figures from the State Office, which I am under the impression is supposed to be public information.

The **Chairman.** Is that report available to us?

Voice. I believe so. Doctor do you have any more?

Dr. **Tittlebaum.** I have one copy here.

The **Chairman.** Thank you. May we have—you might leave one up here. Thank you very much.

Now we come to New Jersey. Somebody here from New Jersey? You have been very patient.

Voice. I guess it is only fitting that we are last.

The **Chairman.** Will you introduce yourself.

Mr. **Strauss.** Yes, sir.

REMARKS OF LOUIS STRAUSS, COORDINATOR, EMERGENCY FOOD PROJECT, NEW JERSEY DEPARTMENT OF EDUCATION

Mr. **Strauss.** I am Louis Strauss. I am the Coordinator of the Emergency Food Project, which is a one-year program funded by OEO Emergency Food and Medical Services, and located in the New Jersey Department of Education. So, here you have the Establishment sitting before you.

Eight months ago we set out to raise the number of poor children served lunch in New Jersey schools. We had seen the statistics and we knew that the evidence of our failure was irrefutable. We knew that 17,000 free meals a day was a paltry number in a State which counted 130,000 children receiving aid to Families of Dependent Children of school-age. We were also aware that nearly 200 elementary schools in our major cities lacked lunch programs, and we knew that poverty was endemic to each of these cities.

With a grant from Emergency Food and Medical Services, we began a one-year crash program to reach more children with free and reduced-price lunches. Our goal was 120,000 meals daily by the end of the year.

The project had two thrusts. The first was to reach poor children who had been denied free lunches in National School Lunch Program schools because local free lunch policies were totally inadequate. Last summer, before USDA issued its final regulations on free lunches, we prepared a mandatory Statewide policy for free lunches which all schools are obliged to accept as a minimum. Under the State policy a standard, simple application form, a letter to parents, and a Statewide income scale were established. We also declared all AFDC children automatically eligible for a free lunch.

The possibilities that the strict free lunch policy would cause some districts to drop school lunches entirely was balanced by new higher rates of reimbursement which we offered school districts. We pushed through State legislation in September, which appropriated $2 million more for free and reduced-price lunches exclusively. So with State and Federal funds we are able to reimburse free lunches at 45 cents a lunch. The policy and the higher rates had their effect. During the first four months of operation, the number of free lunches served daily grew from 17,000 to 61,000. Free and reduced-price lunches combined, reached 86,000. And from here on we believe that further gains in schools with programs must be achieved primarily with the help of diligent local observers who report instances in which State policy is not being followed.

During the first 24 years of the National School Lunch Program, only seven school lunch programs were installed in 143 urban elementary schools in ten of our largest cities.

So our second push was in those urban districts with virtually no lunch program. Our strategy in these target districts was to provide answers to all the objections food administrators had raised in the past to avoid the lunch program. These excuses which centered mainly on the facilities problem of older schools and on the financial burden of the program, have kept school lunches out of roughly 180 elementary and middle schools. In those schools there are 118,000 students, of whom 60,000 are poor. We hired RCA educational systems to design a school lunch system which could operate in a 90-year old school with no kitchens or cafeteria. Their answer was pre-package meals in classroom seating under the supervision of a community aid. This system could be installed in any school.

We also fought for money. Half of our target districts are threatening to close school next month—New Brunswick, Jersey City, Hoboken, and one or two others. And all claim that they had absolutely no board of education funds to use in a School Lunch Program. After throwing that hurdle in our path, they were sure they were impregnable. But the Federal School Lunch Amendment permitted funding up to 60 cents in needy areas, and with State money on top of that, we have been able to offer free lunch rates at 50 cents, 70 cents, and even 80 cents. But this was still not enough. We were told by several school districts that the district share at that time, which was down to $8,000 in some cases, was still too high. In the larger districts the total program cost when its high, $770,000. The district share was roughly $160,000 of that 20 per cent was still too much. So we found Title I funds, Model City funds, and Federal Equipment funds. We visited superintendents, school boards, and food service directors. We reasoned, we cajoled, we pleaded and we threatened. We formed community groups and armed them with the appealing offer we had made to the board, systems, money, technical assistance.

Here are the results: A few districts have walked or crawled into agreement. Trenton, for example, will begin lunch programs in all 18 elementary schools on March 1. New Brunswick will follow suit. Maybe a few others will begin in all schools this year. A few more will start in some schools or feed only poor children this year. Still, some of them obstinately refused to do anything. In all we might reach perhaps 80 of our target schools this year out of roughly 160.

We found as you knock down one excuse, two others turn up. School Lunch is not an educational program, even though everyone agrees that kids can't learn when they are hungry. Free School Lunches smack of welfare, and even worse, Socialism. School Lunch means rearranging lunch hours, hiring a few people, and filling out forms. And most administrators are too busy for such added work, so they say. Educators have more important matters to attend to, we are told, though we all love children and they wholeheartedly deplore hunger. Moreover, school administrators have unlimited staying power; they know they will be around long after we have gone and years in the educational and political classrooms have taught them obstructive skills which bottle (?) the mind.

We are convinced that School Lunch can't go any further under these circumstances. Felixibility in funds and strict regulations aren't enough. We see four areas which must be reformed if School Lunches are ever to reach the children who need them.

1. A Federal law requiring access to school lunches to every child by January 1, 1973, or preferably sooner. We will push for a State law in New Jersey this spring that would up the guarantee of greater or at least continuing Federal funds which the Federal law would imply. We are not too sanguine about its passage.

2. Encouragement of the use of higher income standards, preferably the Bureau of Labor Statistics figures. These family budgets we'd recommend because these would extend free lunches to the working poor who comprise nearly half of the students in our urban schools. We will push for $6500 as the reduced-price income scale for a family of four during the next school year. We hope that we will get it, statewide.

3. Separation of nutrition programs, funds from the revenue-sharing pot. We are really distressed about what might happen in (unintelligible) programs if revenue sharing should take hold. Many local districts can be depended upon to divert food money to those educational programs which gives status to district and build pedagogic and administrative reputations for educators.

4. Modification of Class A standards. A child's dislike of white milk is a dietitian's version of Original Sin. We think adjustments of the rigid type A criteria are long overdue. We have made some progress but not nearly enough. As the Federal Government turns its attention to other issues, the children quietly sleep at the desk.

Thank you. (Applause.)

The CHAIRMAN. * * * New York City resident.

Well, that is how we keep losing in a conference committee.

VOICE. Right.

The CHAIRMAN. But we also have in New York City a School Lunch Program which is so disliked by parents that they march on the Board of Education in protest, and they take over kitchens and so forth.

VOICE. Right.

The Chairman. So that these are not only Southern problems, not only Appalachian problems.

Any questions for Mr. Strauss?

Question. You say that this program that you are administrating for—will last until when?

Mr. Strauss. Well, the years are unnecessary, because it goes out of business on June 30th so—so do we June 30th.

Question. You will no longer be a part of the Establishment then?

Mr. Strauss. Me personally?

Question. No, I mean the program.

Mr. Strauss. No, essentially we are finished. What I would hope will happen is that the things we have been attempting to do will become part of the old line State School Lunch Office. They may, they may not. Perhaps there will be some residual benefits from our one-year——

The Chairman. I want to thank you very much.

Mr. Strauss. Thank you very much.

The Chairman. As we come to an end I really think it would be superfluous, the thought of me to add anything to what people have been saying this day. And I think all of you have; you have all heard it and now I think we must all decide what kind of renewal of commitment we shall make to each other on moving, continuing to move ahead. I think last year in Congress the National School Lunch Act passed, the new Food Stamp Act passed, and—but there was a feeling that this problem was done, this problem was finished. Well the problem isn't finished, as I think we have heard today, and it is—the purpose of this meeting was to establish that fact, if it was a fact, and I think it has proven to be one, and this meeting will not count for much though unless it does lead us to a renewal of commitments, a renewal of plans and I think I can speak for the people at this table that we shall want to do our part in that.

And I am sure I can say that for all of you.

Thank you very much and it has been a long day but——

(Applause.)

NATIONAL COUNCIL ON JEWISH WOMEN STATEMENT SUBMITTED TO THE NATIONAL CITIZENS' BOARD OF INQUIRY INTO HUNGER AND MALNUTRITION, HUNGER U.S.A., REVISITED CONFERENCE—FEBRUARY 15, 1971

We have been invited to this Conference to tell you, through our own experiences, that the citizen can be effective in law-making and changing, and to share with you some techniques.

Almost three years ago, five national women's organizations, Church Women United, The National Board of the YWCA, The National Council of Catholic Women, The National Council of Jewish Women, and The National Council of Negro Women, published a report called Their Daily Bread. The report was the result of a study of the national school lunch program and grew out of a concern over a disease rampant in our affluent nation—the disease we call poverty. Recognizing that the national school lunch program, enacted in 1946, was, if not primarily at least secondarily, one of many existing medicines designed to fight the disease, the question arose as to why the medicine was having so little effect on one of the aspects of poverty—Hunger. The study was designed and conducted by volunteers.

Their Daily Bread was distributed to all local units of the five organizations. To those of us in Los Angeles, the report had particular significance since Chapter 13, titled "Los Angeles: Out of It.", hit us right where we live. Los Angeles was a drop-out, and its story was viewed as a potential omen for the future.

In Los Angeles, two months before the report was released, three of the five participating organizations, NCJW, NCNW and the "Y", had already established a working alliance; and organizational subcommittee called The Women's Coalition for Community Action. After reading the report, the coalition decided that the tremendous needs of our community made it mandatory that the Los Angeles City School District go back into the program, and we set about to make it happen by proving that "You Can't Teach a Hungry Child."

As we progressed in our activity, it became apparent that we just could not get anything done by simply mounting a white steed and riding gallantly forward, striking out at windmills. Though our prime focus was the local school, we found that simply throwing demands at the Board, would get us nowhere. We became aware of a greater responsibility—to make the implementation of these demands possible.

We learned that it was necessary to respect the old process around and through which change takes place. We also found that the effectiveness of any activity rests heavily on the strategy for action designed around the process. Since Money was such a key factor in achieving our goal, it was around this that our strategy had to be build.

Our earliest research revealed a self-sustaining food service policy at the local school board which precluded any measurable progress toward the goal of expanded free and reduced priced lunch programs. Indeed, some board members refused even to recognize a need for such a program. The local school food service director made known a fact which was corroborated by the state board food services director: Federal legislation, which had existed for over twenty years, had never been fully funded, and the funding had shrunk in dollar value over the years to the point where the board's self-sustaining policy and the federal funds just couldn't meet. Nor had the state ever funded one cent for food programs.

We needed state legislation and better federal funding for existing programs. Two opportunities to make the problem visible to the community presented themselves. First, we supported the local food services director's request for $1,000.00 in over ride tax funds to be eligible for a federal 1.2 million dollar special grant. We publicized our testimony as much as we could. The board approved the one-time funding and a limited target-area program began in a very limited fashion. Our goal was a district-wide program. Our long-term goal is a universal program as part of the educational system.

Our school lunch chairman was appointed to an Ad Hoc School Board Committee to study and recommend implementation of a larger program. Because of our testimony, we acquired a reputation for a degree of expertise, and we were called to testify before the Senate Select Committee on Nutrition and Human Needs, chaired by Senator McGovern. We attracted the attention of the Welfare Rights mothers who were also speaking at the hearings. We thus developed an almost natural alliance through which we could give the problem visibility, begin to educate the community to the needs, to the existing programs, limited as they are, and to the goals of our plan.

The plan becomes focused through the Western Center on Law and Poverty (EYOA funded legal aid) and the NAACP legal defense fund and it continues to be 3-pronged: pressure on the local board to change policy, pressure in Sacramento and Washington for new bills, changes in bills and funding. We can use our organizational channels to contact bill sponsors, appear at hearings, contact legislators by mail, phone or in person.

In the next two years the prime drive will have to be on the local board so that they will be ready to move when the legislation comes through. We keep looking for additional affiliations to broaden the base of citizen participation. We have invited other middle-class women's organizations, the PTA, the Community Relation Conference on Southern California, Church Women's groups of all denominations, welfare rights groups, etc. Some respond and work; many do not.

We draw the attention of the media by various methods: a hunger workshop sponsored by N.C.N.W.: a bag lunch for school board members at N.C.J.W. Council house. (They expected a good Jewish meal and got an empty brown lunch bag and a plea, on live T.V.!): a press conference called by the Western Center to report on progress; an attempted sit-in at the school board by welfare mothers; a letter campaign by CRCSC.

Each group is doing his own thing, but all doing it together with one goal. We need to constantly keep an eye on the legislative scene. Legislation affecting our goal can pop up in odd places. Just as we had the local school board on the verge of a decision in our favor, a small piece in the Governor's tax bill threatened not only an enlarged program, but the existing small one as well, and action had to be swift to help defeat it.

Our short term goal has been accomplished: in July 1970 the Los Angeles School Board voted to use the over-ride tax power they have to implement a return to national school lunch programming and a district-wide free and reduced price food program.

There is no simple formula for success in such an enterprise. What works for one issue does not work for another. But there are some general procedures useful in any activity of this nature:

1. Always start with a body of facts. Talk to the professional experts; make certain your statistics are current and correct; know the history of the issue as it relates to your concern; be familiar with existing statutes, codes, policies

programs, funding sources. Becoming an expert on the subject does not require a PHD; it just calls for a little homework.

2. Communicate with your local legislators. If you don't know them become acquainted. They are really very human, and since it is impossible for them to be conversant on all subjects, they very often welcome any information you can provide. They can help you find out if there are any bills in the hopper which are significant to your concern. If there are none, you can work with your elected representatives in getting such legislation written, or in effecting change in existing statutes.

3. Seek out other individuals and groups who share your concern and who are already actively engaged in effecting change. Be willing to share resources and coordinate activities. This will not require too much looking, since the very nature of your activity will bring you into frequent contact.

4. It is vital to develop broad community support, through constant visualization of the problem and education of citizenry. It was Victor Hugo who said: "no army can withstand the strength of an idea whose time has come." That time comes only when public opinion accepts the idea as fact and is sufficiently aroused to demand that it be backed by public policy.

5. Be patient, and aim to achieve one piece of your goal at the time. Be willing to accept anything which brings you a step closer to that goal. Although money can't buy everything, nothing can be bought without it. The time it takes you to achieve is directly related to how much it will cost. The more you need, the longer it will take.

6. Do not disband your action mechanism once the legislation is enacted. Stay around long enough to see that the program is implemented and to evaluate its effectiveness.

Someone said that the time for action on school lunch was coming and that politicians were jumping on the band-wagon. But, they added: "you women pushed that wagon hard and fast and far enough, to make it all happen much sooner." Maybe we can't take credit for more than that, but for those 84,524 children now eating free and reduced priced meals in Los Angeles—it may be almost enough.

SUPPLEMENTAL TESTIMONY SUBMITTED TO SENATE SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS—DEMONSTRATION MIGRANT NUTRITION EDUCATION PROJECT, EDINBURG, TEX.

(By Lora Beth Larson, M.S., Nutritionist)

THE PROBLEM

Malnutrition does exist in the population that I work with—the Mexican-American in the Rio Grande Valley of South Texas. Of the families in our sample (about one hundred), approximately ⅓ are year-round residents of the Rio Grande Valley; the other ⅔ are migrants.

I. Clinics providing free check-ups for preschool children were held in the Valley in March, 1970, and in February, 1971. The pediatricians from the University of Colorado Medical Center found considerable evidence of Vitamin A deficiency. In addition, Vitamin D and protein were also found to be deficient in some children.

[In percent]

	1970, figures based on clinical and biochemical symptoms (236 children)	1971, figures based on clinical symptoms alone (178 children)
Vitamin A deficiency	51	51
Vitamin D deficiency	6	12
Protein	2	8

The increased incidence of Vitamin D and protein deficiency found in 1971 may be because the physicians were more conscious of these deficiencies: they were looking for symptoms more closely. However, in the case of Vitamin A, a consistently high incidence of the deficiency was found.

II. In a previous survey conducted during the fall and winter of 1968–69, Public Health nurses measured the heights of preschool children during home visits. In a normal, healthy population, we would expect 5 percent of the children to have heights less than the 5th percentile in height (when compared with standardized growth tables), 50% of the children to be less than the 50th percentile, etc. However, of the 713 children measured, *42% of the children fell below the 5th percentile in height!* When children of various ethnic groups are well-fed, their height and weight growth curves tend to approximate the standards of well-nourished Caucasians, as reported in the Harvard Longitudinal Studies. The large number of children falling below the 5th percentile in height indicates that malnutrition *does* exist in this population.

There *is* malnutrition among low-income Mexican-Americans, both migrant and non-migrant. However, malnutrition is not limited to this group. Preliminary reports from the National Nutrition Survey indicate that malnutrition is widespread in the group sampled: the lower 25% of the income scale. In Texas the survey included Mexican-Americans, Negro-Americans, and Non-Latin White Americans. Preliminary results of the survey in Texas, as reported in the Journal of Texas Medicine (March, 1969) indicate that, "A significant number of subjects had physical lesions (1 to 5%) and either 'deficient' (1 to 7%) or 'low' (8 to 22%) biochemical levels." Obesity, another form of malnutrition, was found in at least two-fifths of the women and one-fifth of the men. Forty percent of the preschool children had low plasma Vitamin A levels.

In addition to evidence of malnutrition in the lowest quartile of the population according to income, there is increasing awareness among nutritionists and physicians of malnutrition among all segments of the population. I have no statistics on the prevalence of obesity in the American population, but obesity is one form of *mal*nutrition—improper nutrient balance—which affects individuals of all income levels.

Other nutrient imbalances are also found in the American population: in the U.S. Department of Agricultures' 1965 nationwide survey of household food consumption, calcium and iron were the nutrients most often found to be below the allowances set by the Food and Nutrition Board of the National Academy of Sciences—National Research Council.

THE CONSEQUENCES

In the United States, we have a pride in doing things better than any other country, so it comes as a particular shock to most of us that there is malnutrition in this country. But what are some of the specific results of malnutrition? A lack of Vitamin A is related to decreased integrity of all mucous membranes in the body. In every-day language, this means an increased susceptibility to infections; colds, measles, impetigo are some examples. Obviously, if a group of people is suffering from a Vitamin A deficiency, there will be more days lost for sickness from work or school. If days are lost from work, the income is decreased. If days are lost from school, ultimately the individual's earning capacity may suffer because of lack of preparation for a better-paying job.

Protein deficiency, especially during the fetal period, infancy, and the early stages of life when growth is extremely rapid, can have serious consequences on emotional, mental, and physical achievement later in life. We have extensive evidence of such consequences from animal studies, and can make some "educated guesses" about the effects of such deficiencies on human growth and development, since we cannot repeat these experiments on human subjects. Protein is essential for repair of body tissues, and for antibody formation. Thus an individual with a protein-deficient diet is more susceptible to disease, and his recovery from illness is slower, because he has an inadequate supply of protein to repair his body tissues.

Unfortunately, a protein-deficient diet is usually deficient in other nutrients as well. Again, protein deficiency can result in days lost from school or work.

A deficiency of any nutrients has consequences for the individual's health and well-being; when people become incapable of meeting their own needs, due to malnutrition, poor health, and consequent loss of earning power, they become dependent on others. Thus, malnutrition is an area for concern for our entire population.

SOLUTIONS

All of the nutrients which are needed by the human body may be found in foods. However, care must be taken in selecting foods eaten, in order to obtain all of the nutrients we need.

Vitamin A, or the carotene pigment which can be altered in the human body to form Vitamin A, is not widespread. The recommended daily allowance for Vitamin A for adults is 5000 International Units (IU). Rich sources of Vitamin A (or carotene, the Vitamin A precursor) are:

	Portion	International units
Liver	2 ozs., fried (2 small slices)	37,000
Carrots	1 large, or 2 small	11,000
Sweet potato	1 small, baked in skin	8,100
Spinach	½ cup, cooked	7,300
Cantaloup	½ cup	4,100
Lesser amounts are available from other foods:		
Milk	1 cup, whole fresh	340
Butter or margarine	1 pat (45/pound)	330
Cheddar cheese	1 oz. (1-inch cube)	370
Dry milk (fortified with vitamin A)	1 cup, reconstituted	500
Green beans	½ cup, canned	320
Orange	1 medium	300
Cabbage	½ cup, shredded	65

Currently, there are no Vitamin A rich foods distributed locally under the commodity food distribution program. Foods which contain smaller amounts of Vitamin A which are being distributed include Vitamin A fortified dry milk, evaporated milk (the Vitamin A content is the same as for fresh whole milk), cheese, and butter, as well as a canned vegetable. However, during the last few months, in this county at least, recipients have not received all of these foods each month. Our country has not received an adequate supply of foods to allow all families to receive all of these foods.

Protein of good quality—such that the body can utilize it readily for growth and repair—is found mainly in meats, eggs, milk and cheese. Lower quality protein is found in beans (frijoles), as well as in small amounts in other foods eaten—grains, cereal products, fruits and vegetables. However, if foods of animal origin—meat, eggs, milk, cheese—are limited in the diet, inadequate amounts and quality of protein will be obtained for optimum growth, development, and repair. Protein foods distributed to families through the commodity foods program include canned chopped meat, canned chicken or turkey, dried scrambled egg mix, canned pork or beef, lentils, white beans, peanut butter, dry milk, and evaporated milk. Again, foods are distributed to families as long as they last; if the participation in the program is especially high one month, families receive a smaller variety of items. The people in this area prefer pinto beans, and do not understand why white beans are the beans which are always distributed through the commodity food program.

Vitamin D may be added to milk. State laws vary regarding vitamin D fortification. In this area, all fresh milk on the market is fortified with vitamin D; dry milk distributed through the commodity foods program is also vitamin D fortified. Some dry milk sold on the retail market is vitamin D fortified, some is not. Many recipients feel that the dry milk distributed through commodity foods is not good quality: the dry milk situation here illustrates why people feel this way. Instantized dry milk has been available commercially for a number of years; this is the form of dry milk that dissolves easily in cold water. In Hidalgo county, Texas, commodity food recipients are *still* receiving the dry milk prepared by the earlier processing method: it must be reconstituted in *warm* water, and requires an electric beater, or at least a *great deal* of energy to shake it or beat it by hand to get it to dissolve!

At the convention of the American Dietetic Association in the fall of 1968, it was announced that the commodity food program was going to stop distributing the dry milk prepared by the old method, and switch to the instantized form of dry milk. In Hidalgo County, Texas, the old form of dry milk is still being distributed in March, 1971! For about 3 months in the fall of 1970, instantized dry milk was distributed, but now we are back on the "second-rate milk; this is not the county's fault, since it distributes what it receives. Why is USDA still purchasing a food which is completely unavailable on the retail market? People don't use it, because it is so hard to use!

Although no vitamin A rich foods are distributed through the commodity food program, several sources are available locally: carrots are grown in the Rio Grande Valley in the winter-time; cantaloups in the summer. Since vitamin A is stored in the body, if these foods are eaten liberally when they are in season, the stored vitamin A will be utilized during the months between these crops. Foods which would help eliminate some of the observed nutrient deficiencies are offered through the commodity food program. There are protein foods, as well as vitamin foods offered, even though there is no canned vegetable or other food offered which may be considered rich in vitamin A. However, the commodity food program has some drawbacks, which decrease its effectiveness:

1. Supplies of foods coming into the county are not always sufficient to meet the demand. The former county welfare director underestimated the eligible population; the new director is now trying to obtain more food to meet the need of the population served. Sometimes food items do not reach the county, for a reason unknown to us: somewhere up the bureaucratic line something happens. As a result, we are short on various items. Of the approximately 28 items that are authorized for distribution, the actual number of items distributed were as follows:

Week ending:	*Number of items*
Feb. 5	8
Feb. 12	15
Feb. 19	14
Feb. 26	12
Mar. 1	10

When I visited the commodity food distribution center on March 17, 1971, only 12 items were being distributed. Thus, a family may receive very few items of food to provide vitamin D or protein.

2. The county operates a supplemental foods program, for pregnant and nursing mothers, and families with small children. The county does not receive additional foods to serve this population: the foods distributed are taken from the inventory intended for recipients of the commodity food program!

3. Transportation is a problem for many families. The local CAP agency provides one van to give people rides *home* from the distribution center with their food, but people must find their own transportation *to* the center. Many people use taxis. One cab driver says that there has been no drop in his business on "welfare food" days, even since CAP started their transportation service. One lady paid a cab $1 to take her about 6 blocks, from the distribution center to her home. Sometimes, recipients ask their friends or neighbors to give them a ride; they often give some of the food received as "payment" for this ride. When people can't find transportation, they just don't go to pick up the foods. Even though they may not know how to use all of the foods, people generally want to participate as much as possible, in order to receive the "good" foods that are given.

4. Even after the foods actually arrive in the recipient's home, they may not be eaten. There are several reasons: (a) the foods distributed are unfamiliar foods; people are reluctant to experiment with new foods; the family may have tried it once—unsuccessfully—and now they "just know" that the food is no good. (b) Instructions and recipe suggestions printed on the package are in English, and call for measuring equipment that few families have. People who do not read English, or who do not know how to follow recipes or measure ingredients are handicapped in using the foods. A lady who could not read English, and was not familiar with the measurements used, tried to prepare instant mashed potatoes. She could not read the directions to follow them; she ended up with a mixture that was a cross between clay and glue. Understandably, she concluded that this was not suitable food for her family!

5. Unfortunately, many people believe that the "welfare food" is second-class food. When people receive hard-to-dissolve dry milk instead of instantized dry milk; when people receive white beans, when "everybody knows that pinto beans are better"; when people try their best to use the foods, and still end up with a food that has something wrong with it: it is inevitable that people complain about this program.

Unfortunately, due to many reasons, the commodity food distribution program by itself is not solving the problems of malnutrition!

RECOMMENDATIONS

The food stamp program offers the individual the choice as to what foods to purchase. Our nation claims to believe in the basic dignity of the individual; I feel we should adopt the food stamp program instead of continuing with the commodity food program, whose basic premise is price supports for the farmer, and not good nutrition for the recipient. However, in adopting the food stamp program, we must make provisions to insure that people with *no* income are not prevented from participating due to the cost of the stamps. There should be some provision for free food stamps, and also for families purchasing *less than* the entire monthly allotment. In addition, the food-purchasing power of a family should not depend on their monthly income: In Texas, a 4-person household with an income of $0 to $19.99 pays $2 and receives $60 worth of stamps. (If the income is $0, how can the family pay $2?) A family of 4 whose income is $180 to $199.99 pays $64 and receives $90 worth of stamps. If the aim of the food stamp program is to enable families to maintain a nutritionally adequate diet, why do 2 four-person families, similar in all respects except income, require different amounts of money to obtain a nutritionally adequate diet—$60 and $90???

However, just as we have observed various forms of malnutrition in all levels of the U.S. population, not just in the lower socio-economic levels, we cannot assume that once a person has food available to him through food stamps, that he will automatically choose a nutritious, balanced diet. Education is even more critical in switching to the food stamp program: with the commodity food program, people can be more or less forced to eat a varied diet (i.e., what foods you give them, depending somewhat upon the recipients' motivation and knowledge of how to use them). But with the food stamp program, a basic knowledge of adequate nutrition—a practical, realistic framework, within which a person can make good individual decisions—is even more important.

In the meantime, while we are waiting for the bureaucratic wheels to grind around to make the change to the food stamp program, the commodity food program should be improved. One of the most obvious improvements is to make sure the nutritious foods that are authorized for distribution actually get to individual county warehouses in sufficient quantity. For example, the recipients should actually get an adequate number of protein-rich foods.

However, one of the most important ingredients in the formula for eliminating malnutrition is education. The Expanded Nutrition Program (ENP), sponsored by the U.S. Department of Agriculture, is probably making some impact on eating habits; however, their approach is a general one, not aimed specifically at eliminating observed nutrient deficiencies, the recipes taught by the ENP aides should be ones which will have some nutritional impact, not just recipes that will perpetuate or increase current deficiencies. There is a series of demonstration projects underway at this time; the number and extent of these projects should be expanded to effectively reach more people. In addition to people-to-people projects however, the mass media should be utilized to influence the public with accurate nutrition information, and national and local nutrition information, and national and local nutritional campaigns should utilize the exciting and varied techniques of advertising to insure that people will notice the information and be persuaded to act upon it!

ARTHUR D. LITTLE, INC.,
Washington, D.C., February 19, 1971.

Senator GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs, U.S. Senate, Washington, D.C.

DEAR SENATOR MCGOVERN: I very much regret that other commitments will prevent me from testifying in person at the Select Committee hearings on the White House Conference on Food, Nutrition, and Health, on February 23, 1971.

I am very glad, however, to have the opportunity to convey my views to the Committee.

1. In terms of general performance in acting upon the recommendations of the White House Conference, I believe *the Administration deserves high marks.* There has been a definite turnabout, in the right direction. A visible priority has been given to food and nutrition programs. There is more money, more sound legislative initiatives, more needy children being reached, and a more effective food stamp effort.

2. The question of whether all this is "enough" is something else again. By the standards of the White House Conference, it is clearly less than enough.

3. The greatest help that the Congress could give to the alleviation of hunger and malnutrition is early enactment of the Family Assistance Program. However, I believe the benefit levels contained in the Administration's bill will not be sufficient to produce the desired effects, and I recommend that the legislation set a higher family income level ($3,200) to be reached by increments over a three-year period.

4. Legislation should also be enacted speedily to extend existing social benefits to "forgotten" groups such as families of migrant workers.

5. In considering revenue-sharing legislation, the Congress should take care to ensure that Federally-assisted programs for food and nutrition are not lost to sight by obscuring Federal accountability for their delivery, adequacy, and effectiveness. If everybody is responsible for such programs, nobody is responsible.

6. A major weakness in the Federal response to the White House Conference is the absence of any initiative to develop and train manpower to do the huge job that must be done in overcoming malnutrition, especially among high-risk groups. The Conference found shocking the deficiency of manpower. A literal handful of qualified people are attempting to dent a problem far beyond their reach. If the Administration comes forward with proposed legislation to augment the manpower supply for health care in the United States, the final legislation should include a substantial component of support for health and nutrition manpower.

7. I must call the Committee's attention to my strong concern that the Executive Office of the President is not adequately equipped to follow through on the White House Conference recommendations and to provide *leadership* as well as "coordination" for health and nutrition programs. The subcommittee of the Domestic Affairs Council does not now include persons with professional backgrounds in nutrition. As well-disposed as the members of the subcommittee doubtless may be in dealing with these problems, the fact is that without a built-in professional capability of its own the subcommittee will be run by staff of the departments and agencies.

8. If the Congress acts favorably upon the Administration's reorganization plan to redistribute Cabinet functions and responsibilities, I urge strongly that *all* food and nutrition programs be consolidated in the new Department of Human Resources and that we end—once and for all—the divided responsibility for food and nutrition programs between HEW and USDA.

9. The Budget for fiscal year 1972 scarcely mentions nutrition in either text or tables. For purposes of Congressional and public discussion and action on alternatives and priorities in allocating resources, I urge that the Committee request the Office of Management and Budget to include a special crosscutting table and analysis in the Budget for fiscal year 1973, which brings together all of the Federal funds for food, nutrition, and health and affords comparisons with prior years.

10. I am concerned that the budget for fiscal 1972 does not provide adequately for surveillance, monitoring, and remedial action in dealing with the nutrition problems of high risk groups. Maintaining the ongoing level of effort will not begin to get the job done. Budget requests in a number of departments appear to have been denied despite a budget strategy adequate to accommodate an $11 billion deficit. In other cases, no increases in budget were even requested: a case in point being the unit under the Assistant Secretary of HEW for Health Affairs which is supposed to coordinate and lead that Department's efforts. I understand that the HEW coordinator is substantially a one-man effort, and I doubt that it can be effective on that scale.

11. Finally, there is a serious basis for questioning the present emphasis on national nutrition surveys, while a low level of effort is devoted to intensive assessments of high-risk groups—and almost no money or resources are at hand to follow through immediately with targeted remedial services.

In summary, solid progress is being made by the Administration but there is a great deal of unfinished business, consisting of both large and small (but significant) tasks. I wish the Committee success in defining the priorities to be pursued from here on.

Sincerely,

WILLIAM D. CAREY.

MISCELLANEOUS COMMUNICATIONS

FEBRUARY 16, 1971.

Mrs. PATRICIA YOUNG,
Chairman, FNH,
Scranton, Pa.

DEAR MRS. YOUNG: I have a BS in Home Economics with a Minor in Chemistry. I am the only parent of 10 children, two in college and 8 at home. I am disabled and living on ADC mostly because of the stupidity of the Food Stamp program. Let me explain:

I had a decent, professional position in the small town in the Mountain States where we live. We had a hard time but we did make ends meet. Food was a terrible problem tho—the continual increase in cost without any increase in wages really made it hard.

Two years ago this month I finally had to go to the doctor—I was always exhausted and started blacking out. The diagnosis was a severe nutritional anemia. In making sure the kids ate I often short changed myself. There was no choice. I was earning $25.00 a month over the guidelines for use of Food Stamps at that time—my doctor wrote a letter to the Food Stamp people stating I was in great need of high protein food—and one of my daughters was anemic also and needed them and he felt I should spend about $50.00 a month more than I did for food for us. So he requested my being able to purchase Food Stamps.

The request was turned down.

Nine months later, in spite of shots and medication and much rest (my employer was real tremendous about my need to rest) I was so much worse I had to resign. Blackouts were very frequent—exhaustion was continuous. I had tried to improve my diet but simply could not do it. So I had to resign. And go on ADC. I am now costing the state much more than I would have if they had given me the Food Stamps originally.

For awhile it was better. I rested all the time. The Food Stamp allotment went up a year ago and things were looking up. I bake a great deal; I cook from scratch a lot. I know all the tricks in the trade for economical feeding of a family. But the terrible inflationary rise in the cost of foods has made it impossible again to feed the children and myself. So last fall my own intake fell again.

Again the blackouts, exhaustion—only this time it seemed different. The anemia was not the only explanation—it turns out I was going into insulin shock for now I have developed hypoglycemia, which is the opposite of diabetes. And one of the contributing factors in the development of the disease was the anemia.

And now I have to eat small frequent meals—low in carbohydrates, very high in protein. 2400 calories a day with only 400 in carbohydrates, the staple of the poor to fill the hungry feeling! Again I am not about to take food from my children—so another letter from the doctor to the Food Stamp people—we are awaiting the outcome.

Maybe all this would not have happened if I had gotten the Food Stamps two years ago!

But there are other problems—how often do your children get fruit? The children of the poor, except in citrus states, get very little. And milk once a day only—can you imagine what it is like to say to a child "No, you cannot have another glass of milk." Milk is expensive where we live. Of course I use skim with whole—but my children are thin and really need the whole milk sometimes.

Many ADC children receive a free lunch—or should! But if they attend a school that does not have a hot lunch program they miss out on this source of milk and other good, nutritious foods.

A number of months ago I attended a state Nutrition Conference. There were representatives of the poor there—and many professionals who tried to make the others see the needs of the poor. They might just have kept quiet for all the good that was accomplished. An impressive number of recommendations was made to the Governor as a result of that conference. Not one has been acted on!!!

When National leaders sit down to discuss the poor too often it is at a steak dinner. If they had to live on a Welfare Food Budget for a month maybe they'd see things a little differently. They say the poor are shiftless, lazy, no-goods; did it ever dawn on any of them that their nutritionally inadequate diets produce their lack of motivation, their inertia? No matter what a mother's moral code is she will seldom take her food needs into consideration before her children's and as a result she often drags—just plain drags from one end of the day to another. Her food choices for her children may not be wise—too much pop and potato chips and so forth—but that usually is lack of education, not care.

America feeds the world—but its time they realized their elderly, ADC, disabled, underemployed poor maybe aren't the chiselers, bums, prostitutes, etc. they think they are might just be plain starved, not to the point of lying in the streets but to almost that worst point where they can't engineer the energy to help themselves and don't know why not.

You can't blame some poor for being militant—especially the young! *It is awful when your teen-age son is hungry and complains—but it is worse when he is hungry and is silent.* And if he gets part-time work to help buy his clothes and meet school expenses that too is considered family income and the Food Stamps cost even more!

May I suggest:

1. Food Stamp costs are too high. In my state they are about 30% of the family income. It has been verified that the average middle-class family spends 18% of their income for food. Why should we, who have so little income, have to put so much more out for it? Especially for those of us who live in areas where there is no low-cost housing, either private or federal.

2. Some allowance be made for:
   a. those children who do not eat in hot lunch programs
   b. ages of the children. have 4 teen-agers home—if your own children are that old you know how much more they eat than 4 little ones. My oldest son is always hungry—how I wish he could get a part-time job in a restaurant so he could eat more!—it isn't the common hunger of the average teen-age boy; it is the hunger of a boy who does not get enough to eat.

3. We have developed nutritious food products for those cultures which lack basic nutrients (especially protein) in their national foods—and we have made these products in a form acceptable to these people. Why can't we develop something similar for our own people—in "snack" form if necessary. It must be cheap—there are nutritious snack foods on the market but they are costly. It could come in flavors. It could be shaped like a potato chip or a peanut of what-have-you. It could be advertised widely. If it contained more protein than carbohydrate, more minerals than fats it would fill a great need not only for the poor but for many well-off people who don't eat properly.

My chances of ever returning to work are growing slimmer and slimmer as the inadequate food intake catches up with me. I am only in my early forties. And I am so much better off than some others because when I have the strength I can at least bake and plan better menus than many mothers who do not have the education I do. This letter has taken all my strength for today—it was done over many hours—but if it helps it is worth it. You who can must keep working to improve the nutrition and health of the poor. Thank you.

cc: Leslie W. Dunbar, Field Foundation

P.S.

Seems that the public and government is so terribly concerned about the ADC and Food Stamp cheaters that they are almost blind with hate. One woman who cheats is held up as public-enemy No. 1; everyone on Welfare is considered immoral, shiftless, a parasite. I don't blame middle-class people for some of their anger because taxes are high. But I pay taxes too—and not just sales taxes. Before I became ill I purchased a small 3-bedroom frame house, fortunately only 12 years old and in good condition. If the sales taxes go up as threatened in our state I will be hurt—but the property taxes are making it so I don't know if I can keep my house. And that is one source of stability for the children. There is no money for K-235 loans—again everyone is so concerned over the chiselers—and over the quality of the homes—that a moratorium has been put on these loans. It isn't the poor who has chiseled! It is real estate men—and fast-buck artists mostly. And shady contractors. I know what I'm talking about—I made my living for 10 years in this field quite awhile back—and it was not a matter of shame to those who felt this was the way to do things

We read of Senators who live the "Tuesday-Thursday" week—while getting paid full time. We read of Congressmen who have interests in businesses which "conflict" with their legislative obligations. We read of all sorts of waste and inefficiency. And yet the main hue-and-cry is against the perhaps 10% of ADC mothers who cheat. I worked with ADC mothers before I became ill—our % is not that high but perhaps in other urban centers it is.

We hear nothing but derision against the ADC mother. For every ADC mother (except in the case of death) there is a father—somewhere. And he's clean!

I was married to the same man for 18 years. I would not date now even if I had the health for it. I pray daily that somehow, someway the marriage will be taken up again in the future—it is a mental situation and while doctors don't hold out much hope to me I can pray. There are lots of miracles around us.

In the meantime I am an ADC mother—a tramp in many people's eyes.

I am sending this to someone in another area to mail—my name and state are unimportant. I imagine things are even worse in other areas. Until last July I received $320.00 a month for 9 of us—and 30% had to go for Food Stamps. The legislature was forced to raise it at that time. I now get $420,000 but inflation is eating up the raise and there are talks in the statehouse that it might be cut—and we are not a poverty state. It must be terrible in some of them.

I haven't even touched upon such issues as:

The complicated, inconvenient manner of even qualifying for Food Stamps.

Stamp places closed except for only a few hours a day or even week in some places. Open the very hours the working poor work so they can't get them.

Stamp places located in basements or out-of-the way places difficult for the ill or infirm to reach.

Long waits even after making the required "appointment" to qualify.

Also: What the poor have to go through to get Medical care—we aren't supposed to get sick! Dental care—our children are not supposed to get cavities!

Credit—anyplace! The ADC mother is expected to have the ready cash for a new washing machine. If she buys an old one—which she usually has to do—she often gets "took!"—and repairs soon make it useless because she can't afford them.

Cost of food in low-income neighborhoods in urban areas.

Many times discount stores do not accept food stamps—and they are the places the poor can save on food if they could buy there.

Deposits required by gas, electric, and phone companies make decent housing often unobtainable because the poor can't make these deposits so have to rent the more undesirable housing units which include utilities but often are overcrowded, filthy, etc.

And so forth ! ! ! ! ! ! I am upset enough now to stop thinking about all this!!!!! Someday I would like to write a book—I have been on both sides of the fence. We once had a $70,000 home—and all that goes with it. Right now that seems like a figment of my imagination. I worked with the poor even then—but didn't know how bad it really was.

REVIEW OF THE RESULTS OF THE WHITE HOUSE CONFERENCE ON FOOD, NUTRITION, AND HEALTH

WEDNESDAY, FEBRUARY 24, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Washington, D.C.

The committee met at 10:10 a.m., pursuant to recess, in room 1318, New Senate Office Building, Senator George S. McGovern (chairman of the committee) presiding.

Present: Senators McGovern, Dole, and Schweiker.

Also present: Kenneth Schlossberg, staff director; Clarence McKee and Julia Bloch, minority professional staff members.

The CHAIRMAN. Today the select committee will continue its review of the White House Conference on Food, Nutrition, and Health.

Yesterday, we heard testimony regarding the recommendations with reference to the Federal food programs.

Today, we are concerned with the efforts that are being made by private industry to improve the nutritional quality of our food supply and to insure its safety. This is a subject of interest to every citizen of this country.

We are also concerned with the role of various Government agencies in both of these areas.

We have with us today representatives of some of the best-known food commodities in the United States. We have also with us a distinguished representative of consumers' interests.

A year and a half ago, this committee held hearings on the contributions that private industry could make in meeting the problems of the hungry and improving the nutritional content of our food supply. I am pleased that some progress has been made since that time. I am sure that working together we can continue to make progress in the future.

I should now like to call our first witness, Mr. C. W. Cook, chairman of the board of General Foods Corp., who as I understand it, will coordinate the testimony of other industry representatives.

Mr. Cook, we are especially pleased to welcome you to this committee.

STATEMENT OF C. W. COOK, CHAIRMAN OF THE BOARD, GENERAL FOODS CORP.

Mr. COOK. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, and staff, my name is C. W. Cook. I am chairman and chief executive of the General Foods Corp., 250 North Street, White Plains, N.Y.

It is a great privilege for my colleagues in the food industry and me to accept the invitation to appear before this committee. We have watched your work with great interest and we have learned to respect its deep and sustained concern with the problem of adequate nutrition for all the citizens of the United States. I need not tell you that this has already caused widespread response to your committee's work.

Naturally, we hope this morning's testimony will further that interest.

Following a brief general statement in which I shall talk about nutrition from an industry-wide point of view, I shall introduce three of my colleagues who will discuss enrichment and fortification. Then I shall call on two others to talk about modern concepts and new foods which should be of interest to you.

I believe that Mr. W. B. Murphy, head of Campbell Soup Co., is going to appear before you on March 2 because of a conflict today.

The present hearings of this committee are being held at a most appropriate moment. Earlier this month, as you know, President Nixon called a followup meeting of all key participants in the first White House Conference on Food, Nutrition, and Health held in December 1969. At this recent meeting, the findings of the original conference were reexamined and an effort was made to assess the steps taken to implement those findings.

As a panel chairman in the conference section concerned with voluntary action to help the poor, I took part in the White House Conference and the subsequent meeting. My participation gave me a perspective on the areas of this committee's concern that is still fresh and vivid. I am grateful for the opportunity to share it with you today.

It is not my place to examine the success or failure of the White House Conference on Food, Nutrition, and Health. I am not qualified to do so, for one thing. Such an inquiry, moreover, seems to me premature and likely to end in pointless haggling over details or extreme statements.

The White House Conference must be examined in the light of the challenge placed before the entire Nation by President Nixon: "To put an end to hunger in America, itself, for all time."

Compassion and good will generate impatience in all of us, and perhaps that is good. But abolishing hunger is not the work of 14 months. The efforts of all of us must be continued indefinitely and must be more vigorous.

The greatest achievement of the conference lies in the lessons we all learned there. The chief lesson was how complex this problem of hunger is. Hunger is not just one thing. It is a tragic knot composed of many tangled strands. One of these strands is an adequate supply of nourishing food. Another is sufficient income to purchase the food. Yet another is knowledge of how to eat in order to be well nourished. A fourth is the desire, or motivation, to eat well.

There can be no question of our capacity to feed Americans and to feed them well. In the United States we continue to make more food available to more people at low cost—as related to disposal income—than any other nation in the world. The percent of individual earning power that has to be devoted to food continues to decline, inflation notwithstanding.

I might say, Mr. Chairman, I was rather appalled at Secretary Hardin's speech in Dallas in which he put housewives on notice that they should expect to have to pay higher prices for food because the farmers deserved more income. This happened just within recent days.

This is not to overlook the fact that certain segments of our society are unable to benefit from a production and distribution system that serves most of America so well. An immediate task is to improve the system and expand it so that its benefits can be extended throughout the population. No one can be content with its functioning when the most vulnerable groups among us—the poor, the aged and sick, and children—are inadequately served by it.

We have already had evidence that concerted efforts of the private sector and Government can be significantly effective in this matter. In the past year, the food industry assisted the Department of Agriculture in extending the Federal food stamp program into five States—and, fortunately, including my own home State of Texas—where it had not been in effect.

We know collaboration is possible and can produce results. It is imperative that new ways for industry and Government to work together be developed, and I am sure it can be done.

There has been a conspicuous advance in upgrading the diet of the American public. Conforming to our rapidly changing eating habits, a wide range of traditional foods has been nutritionally enhanced and some remarkable new products especially designed to meet emergency dietary needs have been developed.

I want particularly to mention the nutritional improvement of snack products (which have become so important in the diets of American youth) and of fruit beverages and breakfast drinks, as well as the extensive use of enriched flour and packaged mixes for most home baking purposes.

Perhaps I may cite one of my own company's products to illustrate the type of new food being developed by the food industry to satisfy extreme nutrition deficiency. This is a pasta that we call golden elbow macaroni. It is made of corn, soy, and semolina wheat flours, and contains more high-quality protein than the best of beefsteak.

This product is easy to store and prepare, is inexpensive, and has had excellent acceptance among children and adults in over 2 million servings from Harlem to Appalachia to the Mississippi Delta to Peru to Brazil. It would be particularly valuable for use in public institutions—in school lunch programs, for example—as a substitute for more expensive foods.

But present Federal food regulations prevent the use of this product, as well as other similar highly nutritious new foods, except on a temporary, very limited basis. Despite the fact that the Assistant Secretary of Agriculture and high officials of the Food and Drug Administration favor more modern and relevant interpretation, these bureaucratic obstacles have blocked this nutritional advance for many months. These same food regulations also block the enrichment of many existing food products that could make a significant contribution to improved nutrition of the entire population.

It is less than practical to talk of raising the nutritional status of the American public so long as such regulations block changes that would enable the food industry to meet national nutrition goals. A more realistic approach to the setting of food standards is a matter of utmost urgency.

The CHAIRMAN. Could I stop you at that point, Mr. Cook?

I know about that product. I know that you and representatives of the industry came to my office well over a year ago.

Mr. COOK. Fifteen months ago, to be exact.

The CHAIRMAN. Yes; and convinced me and other members of the committee that this was a low-cost, well-balanced item that could be introduced into the school lunch program and into the food stamp program and provide low-income families with a much more nutritious source of food.

I also know that top officials in the Department of Agriculture recognized the worthiness of that product.

Now, where does the breakdown come? Why is it so hard to get that product approved for school lunches, for the food stamp program, and get it into circulation?

Mr. COOK. The hangup on this is, to me, ridiculous.

I think I can simplify it by saying that basically in the Department of Agriculture there is a commodity orientation in the large bureaucracy that seems to be almost impossible to eradicate. There is a feeling that a food has got to be exactly like some of nature's own commodities.

For example, they would like to use this enriched pasta as a meat substitute on occasion in the diet. So, they turn to the Food and Drug Administration and say, "Will you certify that this product is safe, that it does indeed have the high protein content that has been alleged and that it is therefore a suitable product as a meat substitute?"

Now, the Food and Drug Administration, down in the bureaucracy, gets very sticky and says, "Well, now it is a fine pasta, and it is indeed high in protein, but the moment you call it a meat substitute, ah, then there are small amounts of certain nutrients that are not there that are present in meat.

Therefore, they are hung up as to which slot to put them in.

Here are grown men arguing about this for 3 years because it does not fit one or another existing slot. This is ridiculous.

In business, we would put two men in a room and close the door and say, "Don't come out until you settle this."

The CHAIRMAN. I could not agree with you more.

Yesterday, the president of one of our large food agricultural processing plants, Hal Dean of Purina Ralston Co., told me for many months they have had a good nutritious product that they could introduce as a snack. We know that youngsters are going to eat potato chips, hamburgers, and Coca-Cola, no matter what we do with their diet.

This company has developed a product very nutritious, high in protein; the Secretary of Agriculture says it is wonderful. The Assistant Secretary says it is a great product. But, time after time they have run into the bureaucracy somewhere over there and nothing happens.

I wonder if some way we can't get together with the Department of Agriculture and discover where this bottleneck is and break it.

Do you have any suggestions?

Mr. Cook. We know where the bottleneck is.

I might say that I met yesterday with Commissioner Edwards of the Food and Drug Administration and his deputy, Mr. James Grant, and two of their men further down the line. The two men further down the line got into this regular parochial argument. Finally, Secretary Edwards said:

"I am going to get together with Assistant Secretary Lyng and we are going to thresh this thing out."

I would like to see this done immediately. I think this is ridiculous.

The Chairman. It seems to me if we could make a presentation in this way, go to the Secretary of Agriculture and say, "Let's find the man in this Department who can tell us how we can do this. Let us bypass the man who tells us why we can't do it and find somebody over here who will tell us how within the regulations we can get this done." Wouldn't that be the answer?

Mr. Cook. I would hope so and I would have thought this would have been done long ago. Some of these people cite you every regulation in the book and use semantics to block it.

It seems to me that someone higher up the line should say, "I will take the responsibility if it does not fit the exact wording of that slot that you must drop it into. Now let us do it. I will be responsible."

The Chairman. I would like to join with you in that effort.

Mr. Cook. I would love to have your help.

The Chairman. I know that Senator Schweiker and other members of the committee must feel the same way. We want to do what we can to improve the nutritional content of the American diet. I think our industry people know how to do that. Surely, together, we can find some way to get around the bureaucracy and get it accomplished.

Mr. Cook. I think this would be worth your time. This is not just one product. This is a whole concept. I think you will hear from some of my colleagues that there are going to be more and more custom tailored, let us call it fabricated goods, where the advances of science can indeed put together the nutrients that people need, and they may not fall in a category as a substitute for wheat or eggs or meat or whatever, but they will be fabricated, engineered foods, if you like—some people don't like that kind of adjective—but, nonetheless, we know that they are nutritious; we know they can be low cost, and they certainly deserve modern assessment.

Senator Schweiker. I think, Mr. Chairman, if I may, when the Department comes before the committee we can well pursue this very point and ask them to come up with specific proposals to reorganize their structure which apparently seems to be the problem so that we can approach it. I know you have them scheduled for hearings.

The Chairman. Yes; we do have.

I hope we can pursue that with them.

I happen to know the Secretary of Agriculture personally agrees with the recommendations of this kind but somewhere down the line somebody finds a technicality that always freezes it for another 6 months.

Mr. Cook. Exactly.

The Chairman. I think what we have to press the Secretary on is to find somebody over there in the legal counsel's office who can tell him how to get things done rather than to have some lawyer tell him why it can't be done. There has got to be somebody over there with enough wit and imagination to figure out how they could do this within the existing regulations.

Mr. COOK. You name the right profession, incidentally. It is lawyers.

The CHAIRMAN. We used to run into this in the food for peace program. You could always find a half dozen people who could tell you why you couldn't do something.

I am convinced that once the policy is set that somewhere in that Department they have a lawyer who is smart enough to figure out how we can get this done without violating any regulations. If we have to change some of the semantics, let us change the words and get this done.

The Department of Agriculture certainly has an obligation to do what it can to improve the nutritional content of the American diet.

Mr. COOK. I would hope so because it seems impossible to change some of the people who have been there for over 30 years.

The CHAIRMAN. The same people stay there year after year. They change the Secretary of Agriculture but the same people who are figuring out why we could not do this under the previous administration are still there.

Mr. COOK. With the same viewpoints that they held 30 years ago.

The CHAIRMAN. Mr. Cook, while we have interrupted you here, you made reference in your statement to your sense of outrage about the Secretary of Agriculture saying the housewife may have to pay higher food prices because of certain farm policies.

What were you referring to? The acreage set-aside provisions or what were you getting at?

Mr. COOK. Well, specifically, when we knew that the acreage set-asides were up for action it was very clear to all of us that cutting down on the acreage available for feed grains, especially on top of the corn blight of last year, would have a direct effect on the price of meat, dairy products, cereals, bread, and many others.

I and some of my industry colleagues wired the President and the Secretary of Agriculture and George Shultz, because I understood he was going to be right in the middle of the decision, urging that these facts be considered.

I read you from the February 19 issue of the Wall Street Journal, and this bothered me no end:

> In contrast to President Nixon's call for wage and price restraints, Agricultural Secretary Clifford Hardin said, "Housewives should be prepared to pay higher prices for food without complaint. They should be prepared to do so," he said, "in view of the bargain in food today and because the farmers' average income is below that of the other segments of the nation."

Food is very important to every family in America, particularly those of modest incomes. It seems to me that if you want to really show that we want to slow down the rate of inflation in this country, food is one of the places to start. The housewife is in the supermarket usually every week. It is a highly sensitive item; it is a highly important item.

The CHAIRMAN. One of the things that always puzzles me about this is that the return, the actual income of the American farmers today is down; it is somewhere around 67 percent of parity, as I recall it. So that, it seems to me that you not only have the problem of food prices being high but the farmer who is producing that basic food supply isn't doing very well, either.

Mr. COOK. I am not an expert on this, Mr. Chairman, but I am going to relate an incident that I am not sure is typical but, nonetheless, it is something to think about.

I have friends who are farmers, large farmers, large operators. I was asking them about the viability of the family farm in their judgment. Their answer was:

> Please, for goodness' sakes, don't disparage the family farmer because he is the little fellow out there in front that gets the publicity and we are all trying to save him and we have to shore him up with supports and so forth. Those of us behind the scenes with large operations profit thereby.

So, the family farmer really is a front man who gets all the sympathy.

As you know, out of the 3 million farms in this country, about 800,000 or 900,000 could feed this country very well indeed and their return on investment and so forth, from the figures I see, is very satisfactory, especially if you consider the large increase in land value.

The CHAIRMAN. Will you continue with your statement, please?

Mr. COOK. Thank you.

The inability of low-income families to procure adequate food is another critical problem.

Making adequate funds available through a family assistance program, or—pending the establishment of such a program—continuation and expansion of the food stamp program is a first essential. If the hungry poor cannot buy the food they need, no amount of food enrichment will eradicate the problem within this target group.

Incidentally, Mr. Chairman, I testified before the Senate Finance Committee in favor of the family assistance plan.

Related to this economic question is the fact that certain Government programs—for example, international commodity agreements, import quotas, acreage set-asides, marketing orders, and so forth—tend to keep food prices high. I seldom see any criticism of this by activists.

Attention must be given to these factors as a total approach to the problem of hunger is developed. I have long felt, for example, that the artificially high price of sugar, under the U.S. Sugar Act, exerts a major upward pressure on food prices that ought to be reexamined in the light of today's circumstances.

Here are 205 million Americans affected by an artificially high price of sugar whereas those who benefit amount to about 29,000 farmers who raise cane and beet sugar. It hardly seems to equate.

Tied into the hunger knot, as I have said, are two other strands: education and motivation. You can be hungry and undernourished because you do not care what you eat. Both conditions exist in the United States, according to the still-limited data we have on the country's nutrition status.

The long-range importance of effective public education in nutrition can't be overstressed. Let me cite a major step in this direction that is now in preparation. This is a national public service advertising campaign to promote nutrition awareness in the American people, an idea strongly endorsed by you, Senator McGovern, 15 months ago at a meeting some of us in the food industry had in your office.

We expect this massive campaign, planned and implemented by the advertising council, to open in June. Half the seed money for this campaign was provided by the food industry. The nutrition awareness it is designed to generate is indispensable if nutrition is to become an important factor in American food-buying habits. For, over and over again, the food industry has learned—at considerable cost—how little impact nutrition has in selling a product to the public.

I am hoping that the times are changing. I have a feeling that nutrition has a new awareness and importance to most Americans. So, perhaps now we can begin to, let us say, get nutrition into our marketing approach and effectively so.

The next step follows logically. An aware public must have adequate information to make intelligent decisions.

This point was stressed by the White House Conference Panel on Food Packaging and Labeling. Nutrition communication to the public must be improved.

One obvious method is to include nutrition information on the packages of products, and the Food and Drug Administration and the food industry are consulting to find out the best way to carry this out.

Out of the numerous possibilities, three different approaches are being studied. Any one of the three in question will communicate the nutrition information. It is a question of how to do it most effectively. The best method will elicit the strongest positive consumer reaction and lead to maximum consumer understanding, and this the Food and Drug Administration and the food industry together are pursuing vigorously.

Several points from the package information policy of General Foods may help to illustrate the goals we are striving to reach. I quote two statements that are relevant:

> It is our belief that consumers should be provided with sufficient information regarding ingredients in General Foods products to make appropriate personal judgments about using them and to avoid undue consumer concern about mysterious-sounding ingredients.
>
> It is our belief that consumers have a right to know the nutritional characteristics of our products to allow for sensible menu and diet planning.

What counts most for improved national nutrition, however, are the nutrients in the products. The food industry eagerly awaits the establishment of nutrition guidelines, and I think this is very important, Senator, that are now being developed under the leadership of the Food and Drug Administration.

They will not only be a valuable guide in product development. They will discourage that so-called horsepower race, you know, where one company claims we put 200 percent of this, another 300 percent, and another 400 percent, in food fortification, at the same time giving guidance and assurance to consumers.

As we move further in time from the White House conference, one fact is becoming clearer every day. We are all slowly learning a terribly important lesson for the survival of our country in a form that will project its enormous benefits in all directions through our people.

There can hardly be disagreement that change is necessary if we are not to condemn segments of our population to lives of subhuman frustration, inferiority and, in many instances, degradation. But, as part of the democracy that we take pride in, we see that all elements in society have to work together for change.

Nothing else will achieve the goal of the greatest good for the greatest number. I think this is most evident as we examine how we are facing up, as a people, to the challenge of hunger and malnutrition in the United States.

Now, Mr. Chairman, I would like to introduce three witnesses whose testimony ties together very nicely on the subject of enrichment and fortification. They will be Dr. Robert Cotton, who is vice president of ITT-Continental Baking Co.; Dr. Howard Bauman, vice president of the Pillsbury Co.; and Mr. Farish A. Jenkins, senior vice president of Nabisco.

As a suggestion, if we could hear these three men out and then pose questions, I think that it will be a much more logical procedure.

The CHAIRMAN. We will follow that procedure.

STATEMENT OF ROBERT H. COTTON, Ph.D., VICE PRESIDENT, RESEARCH, ITT-CONTINENTAL BAKING CO.

Mr. COTTON. Senator McGovern, it is an extremely high privilege for me to appear before this committee which is a pioneering committee which has made the American public, really for the first time, aware of the millions of hungry people we have.

It was the background material developed in this committee which was the basis for our work in the White House conference. It was our homework.

Now, I have a two- or three-page statement but, even so, I am going to abstract that.

I would like to try to highlight in 4 or 5 minutes the efforts of ITT-Continental Baking Co. to improve nutrition in the United States.

My associate, Mae Henry, is going to give you a concrete example of one of the things I will be talking about in the way of engineered food that Tex Cook has just described.

The first thing we did was that we recognized that over recent years people are taking less of their diet in the form of bread. They are eating more sweet things.

The first big thing that we have done since the White House conference is to enrich all our snack cakes, Twinkies, cupcakes, doughnuts, sweet goods, to a level equal to bread. We feel this can make a meaningful contribution right down to the grassroots.

Our second item is an engineered food—I think Mr. Cook would prefer to say a fabricated food—designed to solve a specific problem, but, in any event, an engineered food in the form of cream-filled, enriched protein fortified cake which served with a glass of milk can provide a child with one-third of his recommended daily allowances for proteins and minerals.

But it does provide 100 percent of vitamin C because you look to breakfast for your vitamin C. This can be served anywhere by anyone. It is ideal for the school breakfast and schools having no kitchen or food facilities, and it provides nutrition at a very low cost.

In very simplified form, if you had to serve kids a breakfast where kids need it most, that is, in schools that have no kitchens—I think you will agree with that—if that is the case, what way could one get the equivalent of orange juice and bacon and eggs and toast to a child at minimum cost. That cake will cost about 8 cents; a glass of milk will cost about 7 cents.

The Congress has already in its wisdom provided for a school breakfast program which would reimburse the school 15 cents for breakfast. So, I feel this is responsive to what you are trying to do. I hope the school breakfast program will get a lot more encouragement than it has had recently.

The next thing we have been up to is to provide frozen school lunches which meet the type A school lunch requirement but which are very simple. They come in a small aluminum pan. All the school has to have is an oven to heat them and a counter to pass them out.

Today, although we consider this experimental, we are feeding 17,000 underprivileged kids in Bridgeport, Conn., every day. It is a key part of our research and development program. We are making every effort to be sure that this lunch is well balanced.

Another thing we are doing, Senator McGovern, is a little off-beat, perhaps, but food is no good to anybody unless you eat it and you don't eat it unless you like it. So, we have developed a whole line of ethnic foods for the Puerto Rican kids in New York City. We are glad to say that New York City is using them.

The next item I want to touch upon is an industry one. The bakers and the millers joined together some time ago to petition the Food and Drug Administration to allow us to increase very materially the amount of iron which comes with enriched bread. As soon as the Food and Drug Administration approves this, both the millers and the bakers are ready to act. Again, this petition has not been acted upon.

I cannot, as could my associate, Mr. Cook, put my finger on just where the hang up is but I am assured that they will be able to increase the amount of iron in bread.

Very recently, and perhaps due to this committee's focus, our Government even went out and tested in the field the nutritive status of our citizens. It was that Schaefer study from which we have had our first intimation that iron was indeed deficient. As soon as that happened, the millers and bakers tried to increase these levels.

Now we are engaged in other projects involving further new engineered foods, upgrading of our prepared meals and frozen meals. We are expending much more effort on getting information to consumers, and to expansion of our own research and development activities on the nutritional properties of foods.

The sixth item I would like to stress is perhaps a delicate one. We continue our educational and promotional activities to highlight to the public the nutritional value of enriched white bread which is one of the most economical sources of protein and calories, iron and vitamins available in the United States today.

My testimony has a little table, one page, which compares the cost effectiveness or the bargain, if you want to call it that, that bread represents compared to other sources of calories and proteins.

Finally, I feel very strongly that congressional leadership is still needed to make certain that every hungry child will get a nutritionally acceptable breakfast and lunch through the school feeding programs.

Nutritionists tell us that these children getting this food are more attentive in class, have greater ability to learn and are less likely to become school dropouts.

Thank you, sir, very much indeed.

(The prepared statement of Mr. Cotton follows:)

PREPARED STATEMENT OF ROBERT H. COTTON, PH.D., VICE PRESIDENT

EFFORTS OF ITT-CONTINENTAL BAKING COMPANY TO IMPROVE NUTRITION, U.S.A.

ABSTRACT

1. Enrichment of Snack Cakes--All nationally distributed snack cake products were enriched so that they were making a meaningful impact on nutrition regarding Vitamin B_1, Vitamin B_2, Niacin and Iron.

2. "Astrofood"—An engineered food in the form of a cream filled enriched protein fortified cake which, when served with a glass of milk provides a child with ⅓ of the recommended daily allowance of proteins, vitamins and minerals (but 100% of the Vitamin C). Can be served anywhere, by anyone. Ideal as a school breakfast in schools having no cooking facilities. Provides high nutrition at low cost.

3. Frozen School Lunches—Economical, balanced meals, provided to schools, supplemented with technical assistance to train school personnel, where necessary, in the safe handling of frozen foods, have been initiated in several school districts in Connecticut.

A special line of ethnic foods has been made available in New York City schools.

4. Iron Enrichment—Although still not approved by FDA at this time, higher levels raising the current maximum 100% will be added to bread as soon as government decision is made as to need and correct level.

5. Other Projects—Includes further new engineered foods, upgrading of prepared meals, more information to consumers and extensive expansion of Research and Development in nutritional properties of foods.

6. We continue educational and promotional activities to highlight to the public the nutritional value of enriched white bread which is one of the very most economical sources of protein, calories, iron and B vitamins available today. (See attached Table.)

7. I feel strongly that Congressional leadership will still be needed to make certain that *every* hungry, needy child will get a nutritionally acceptable breakfast and lunch through the school feeding program. Nutritionists tell us that those children who are getting this food are more attentive in class, will have greater ability to learn, and are less likely to become school dropouts.

8. The following two pages provide more specific information concerning our recent efforts.

Iron—Higher levels in bread and flour

Nutritionists have now fairly well confirmed that iron deficiency anemia is a *genuine* malnutrition problem in broad segments of the population.

As soon as the National Research Council and FDA approve, the bakers and millers will move to enrich at higher levels. There is today, however, some confusion among experts as to safe iron levels. In short, we are eager and willing to further enrich bread as soon as our government gives the word.

Nutritive quality of processed foods and nutritional labeling—Enrichment and restoration of processed foods, guidelines

As an advisor to a committee of the NAS-NRC which was asked by the FDA for a basis for guidelines for the nutritive quality of prepared frozen meals, I can assure you that such guidelines will be forthcoming. As a member of the industry affected by such guidelines we can state with certainty that we shall do all that is technologically possible to improve the nutritional balance of these meals and to live up to these very worthwhile guidelines. While these guidelines will, at least initially, deal only with main dishes, the way the information is going to be presented to the consumer will probably ultimately lead to universal nutritional labeling on all prepared food products. As an individual, as a company, and as an industry we continue to support these efforts to give meaningful, useful information to the consumer—although we have certain reservations whether such labeling will really solve certain particular needs of malnutrition caused primarily by poverty.

Low cost nutritious foods—School feeding, unconventional nutrition, astrofood

As some of you already know, our company has developed a *high protein, enriched* cake product which, when consumed with a glass of milk, supplies a child with one-third of the RDA of all essential nutrients—except Vitamin C; there it supplies 100% of the RDA.

Our experience in the fortification of bakery products, our technological skills in the stabilization of vitamins, our nationwide network of production and distribution facilities and our knowledge of the youthful consumer were brought to bear on the solution of this question: What food can be served in *any* school, without requiring kitchen facilities, refrigerated storage, or skilled help?

Our answer to this question was a product now called "ASTROFOOD."

It would be a disservice to you to make you believe that this product is being universally acclaimed with enthusiasm—the way we certainly thought it should be. The kids love it! And the teachers who have been involved in this program tell us that the youngsters are less restive, learn better and are better behaved after they had this nutritious breakfast. Most nutritionists agree that this is a grand way to achieve a well nourished child. *But* the traditional school dietitians, and the many special interest groups who advocate only orange juice, oatmeal, bacon and eggs, and milk for breakfast are making all kinds of noises about how we are ruining the next generation by teaching them to eat cake.

Yes, it would be ideal if every child could get bacon and eggs (but not too many eggs and not too much bacon—that may lead to bad nutritional habits later in life), but we owe it to these youngsters to give them a food they like, they'll eat, and they'll utilize. This food is aimed at situations where there is neither money nor facilities for a regular breakfast. The body doesn't care what form these building blocks are in—it is the availability and the substance that matters—not the preconceived, traditional format. When this program gets going it will also provide some sound nutritional education to teachers and children.

Enrichment of snack foods—entire industry followed our lead: Restrictive legislation abandoned, new policies proposed. Snack foods more nutritious.

Many concerned Americans and numerous panels at the White House Conference on Food, Nutrition and Health (VI–A–2) (V–2) (VI–A–1) urged that snack foods, and traditional foods be nutritionally upgraded, and that "Food Distributors should stimulate the consumption of enriched food products," and that the government should delete pending provisions which would limit the enrichment of new cereal products and bakery products.

We are pleased with the impact of our actions in all of these areas. All of our nationally distributed snack cake products have been enriched to a vitamin level roughly equivalent to the vitamins contained in enriched white bread; the FDA recently issued a proposed policy statement which, a) makes it obvious that the thinking has changed and that fortification of foods is no longer being discouraged and, b) makes it possible to inform the consumer of the meaningful additions to the food according to reaffirmed provisions in the act. We like to believe that industry participation in the prolonged dietary food hearings was helpful in bringing about this new attitude.

"Engineered foods"—foods used to convey nutrients not normally contained in the food components as grown or processed. Foods designed for specific needs—with supplementary building blocks. Rutgers & USDA studies.

Still other panels of the White House Conference urged that "government should assist food industry development of fortified, economical, tasteful and low-cost food" (VI–A–2), and that government "launch children's emergency food service to seek out nutrition risks and feed them." (V–3).

Rutgers University has a grant from the USDA to develop and evaluate improvements and alternatives to the existing "Type A" school lunch program. We consider it a privilege—as well as a duty—to be part of this program which is currently testing a whole host of products "engineered" in our laboratories such as a high protein bread, a high protein cake, some tasty nutritious puddings, some special nutritively engineered sandwiches, and an array of nutrified but otherwise traditional ethnic foods.

Conventional frozen foods—for schools with kitchens & freezers—balanced meals at low cost

We are continuing our endeavor to provide nutritionally balanced frozen meals for schools capable of reheating these foods. We are also providing extensive technological assistance to those schools to help them during the initiation of these lunch programs with the training of personnel and the operation of equipment to assure the wholesomeness of these foods right to the youthful consumer's fork.

COMPARISON OF NUTRITIVE COST OF VARIOUS FOODS

Item	Price [1]	Calories	Grams protein	Cost (cents) per— 100 calories	Cost (cents) per— (gram) Protein
Enriched white bread	23¢ per lb	1,225 per lb	39.5 per lb	1.9	0.58
Hamburger	56¢ per lb	1,216 per lb	81.2 per lb	4.6	0.69
Cheese	90¢ per lb	1,805 per lb	113.4 per lb	5.0	0.79
Potatoes	7½¢ per lb	279 per lb	7.7 per lb	2.7	0.97
Canned tuna	35¢ per 6½ ozs	530 per 6½ ozs	45 per 6½ ozs	6.6	0.78
Chicken (ready to cook)	41¢ per lb	382 per lb	57.4 per lb	10.7	0.71
Eggs	61¢ per doz	990 per doz	78 per doz	6.2	0.78
Milk (whole liquid)	54¢ per ½ gal	1,280 per ½ gal	72 per ½ gal	4.2	0.75

[1] U.S. Dept. of Labor, Bureau of Labor Statistics, September 1968.

The CHAIRMAN. Thank you, Mr. Cotton, for your testimony.

Mr. COOK. With your permission, I will present Mr. Bauman.

STATEMENT OF HOWARD E. BAUMAN, VICE PRESIDENT OF SCIENCE AND TECHNOLOGY, RESEARCH AND ENGINEERING, THE PILLSBURY CO.

Mr. BAUMAN. My name is Howard E. Bauman, and I am vice president of science and technology, research, and engineering, the Pillsbury Co.

I am delighted to be here and grateful for the opportunity to testify before this committee.

Since my last appearance before this committee a little over a year ago, enough information has been accumulated and reviewed to at least show the tremendous magnitude of the problems and tasks that face the food industry today and what some of the effects on the Nation might be if they are not solved quickly and rationally.

I will attempt to cover from the standpoint of a concerned scientist some viewpoints on food, food additives, nutrient labeling, advertising and overreaction, and fear.

As Rene Dubos has stated, there's no question but that scientists must become more responsive to the needs not only of their company but also the outside world. This is not only sound advice, but absolutely essential if we, as scientists, are going truly to contribute to the solution of hunger, malnutrition, and poverty.

To solve the problems facing us it is not only necessary for the scientists to become involved; it is also necessary that the climate within the organization be such that he can participate. I consider myself fortunate since the climate for this to happen has existed for many years within the Pillsbury Co. To give you some idea as to this climate, I'd like to quote excerpts from recent speeches by executives in our company.

Mr. Robert J. Keith, chairman of the board of the Pillsbury Co., recently gave a talk about consumerism which certainly is a vital part of the solution to the hunger problem. He stated:

> Consumerism is a social force within the environment designed to protect the consumer by exerting legal, moral and economic pressure on business. Consumerism is here. It is not a passing fad. Its positives and negatives influence more and more purchases of goods and services . . . not to mention influencing legislation, academic curricula, religious sermons, union-management relations and negotiations, technical and scientific pursuits, and social conversations.

He further stated:

> If consumerism is to become a dominant value in our system . . . and it must or our system will disintegrate . . . the motivation must come from the management. It is the duty of management to police ambivalence, anachronism and dichotomy in the company's policies and actions—to put it a bit more bluntly, the conscience of a corporation must be spelled out by the leaders.

Mr. Terrance Hanold, president of Pillsbury, in an address to a number of the Nation's food editors concerning the principal issues with which the food industry must deal, stated:

> Increasingly it is clear that the industry must either provide leadership in dealing with these problems or become itself the hard core of the problems. We can lead or impede, but we cannot stand aside.

I felt the preceding was important to cover before telling the committee what I do and why I have a deep concern for the problems we face.

Some of my primary duties are to be involved in determining the scientific worthiness of our research programs and projects; the qualifications of the scientists who carry out the work; the long-range research in the company and determination as to the effects of this research not only on the Pillsbury Co., but also on the consumer and the environment. Something our chairman has called food ecology.

I have responsibility to determine what should and can be done to our current products and future products to insure that the maximum nutritional contribution made by our products is consistent with expert nutritional advice and the role of the food product in the diet or meal situation.

In this context, we reviewed all flour uses and were the first to use enriched flour in all of our bakery mixes and consumer products which weren't already enriched. We have worked out the technology for the enrichment or, rather, restoration of nutrients in potato flakes so the nutrition of these products is equal to fresh.

From previous testimony, you are all aware of our work on lysine fortified flour.

For over 10 years, I have carried out technical liaison with many Federal agencies and am a member of a considerable number of committees that are concerned with nutrition, microbiological hazards in foods, quality of industrial research, and the need for or effects of trace nutrients and trace contaminants in foods.

I am further responsible for the technical approval and control of all ingredients and food additives used by our companies worldwide.

I wish to point out at this time that there appears to be a feeling among the public and others that the food industry uses additives in an indiscriminate fashion. I wish to assure you that in my company this is not the case and is not the case in the food industry as a whole. We are as much concerned as anyone else.

We maintain a very careful control over additives and use them only when they are absolutely essential for nutrition, quality, or stability. This control is done by our vice president of law and myself and every use of every additive is cleared by us. Because of the magnitude of some of the duties I have described, we have developed an integrated computerized system that will allow us to determine, in a matter of minutes, not only each product that might contain a particular ingredient or food additive but the percentage used as well.

We have further incorporated into this system the ability to determine the nutrition of our products, and how it might contribute and fit into the nutritional value of the rest of the meal. This has proven of extreme value in that we have found that many times the substitution of one ingredient for another can have a marked effect on the overall nutrition of the product.

We are also participating or sponsoring continuing research in human nutrition in the United States and many parts of the world to help increase our knowledge of the utilization of nutrients by humans which is becoming of paramount importance to the food industry. This work is carried on under the supervision of Dr. Yank Coble, a very knowledgeable and capable nutritionist/medical doctor. The results of these studies help guide us to the best form or type of nutrient to use in any particular food.

I mentioned before some of the critical issues that I would address myself to today.

There appears to be a movement in this country purporting that what is new is bad and what is old is good, what is natural is good and what is added or man-made is bad; in effect, a desire to turn back the clock to the "good old days" of "natural" living.

This tendency and cries to stop technology and return to growing foods without pesticides or fertilizers and the promotion of so-called health foods could spell disaster for the United States, as well as the rest of the world.

I wish to state emphatically that we must in fact accelerate our research efforts just to stay even with the population growth and consumer demands. We are very close to the point in this country where the resources almost equal the consumption.

Mr. Terrance Hanold recently pointed out that "the substantial losses caused this year by the corn blight, and the substantial reduction in our grain reserve which will take us years to rebuild show this Nation's food requirements and food resources to be more nearly in balance than we had suspected." This balance will have impact upon questions respecting the application of scientific knowledge to food production.

It is clear that we cannot afford to abandon the productivity gains which that knowledge has brought. If we don't utilize all of our knowledge to produce and avoid a reversion to outmoded practices, we will depart from our national objective to provide an adequate diet for every American.

There's no question that the scare stories about food additives and accusations that the food industry is processing out all the good has provided a fertile field for the proponents of the "natural". The real facts are that without food additives, this Nation could not exist in the same manner it currently does. The availability of many foods would be seriously curtailed and the prices of many items, if they were available, would become astronomical.

Industry must accept some of the blame for this because of its silence in the area of food additives. If the consumer had been regularly informed about the reasons and need for additives, he wouldn't be as worried as he appears to be. Hopefully, the review of the GRAS list by FDA and the studies to be conducted in the Pine Bluff facilities on the long term effect of pesticides and certain food additives will help to allay the public's fears.

In the area of communicating with the consumer, we find that we are severely handicapped by a vocabulary that has been designed by and for the use of nutritionists and other professionals. Unfortunately, we have not developed a language such as the medical profession uses in communicating with the public. They don't tell a patient that he has a myocardial infarct; they tell him he has had a heart attack. The problem of language is very serious.

We have developed a possible system of nutrient labeling for foods which we have shared with the Government and others. This exercise clearly showed us the problems to be faced in nutrient labeling. This system plus others were evaluated by the industry task force on nutrient labeling which was chaired by Mr. Terrance Hanold. These findings were given to FDA.

Some of these systems will be tested with consumers and from these kinds of efforts hopefully we will be able to develop a vocabulary for nutrient labeling that will be compatible with an education program and would be understood by all. We have found that most consumers are aware of nutrition but are lacking in knowledge as to the types of foods that carry certain nutrients.

I have attached to this statement a summary of research that has been carried out over the past 10 years by Pillsbury and others. This summary was prepared by Mr. Dudley Ruch, vice president of commerical research, Pillsbury. The things the housewife knew best are as follows:

(*a*) Calcium comes from milk and builds bones and teeth, but when asked the principal benefits of milk, vitamins rank first. There is a low level of knowledge of milk as a source of protein.

(*b*) Meats and poultry provide protein which builds muscles and provides strength.

(*c*) Orange juice provides vitamins which prevent colds.

(*d*) Sugar provides quick energy. It's fattening and bad for the teeth.

(*e*) Iron builds blood—comes from liver—other sources not known.

(*f*) Potatoes and baked goods are in the same image. Nutritional benefit is primarily to be filling. Very little knowledge of true nutritional benefits and a high concern with being fattening.

(*g*) Fats in the form of most dairy products except milk, have no clear nutritional benefit, are bad for you because they are fattening and contribute to heart disease.

(*h*) Breakfast cereals provide vitamins which make one healthy.

(*i*) Vitamins are good for you in a vague way—the only specific benefits are orange juice for cold prevention and carrots for good vision.

The benefit of these important and economical foods is downgraded by half knowledge. These opinions are shared at all social and income levels. I believe these few examples further illustrate the magnitude of the job of educating people in nutrition.

In the field of advertising, I think an additional quote from Mr. Keith's speech sums up the problem:

> It is my belief that the manufacturers and retailers who spend millions of dollars on advertising are getting some just criticism from the consumerist. It is my firm belief that we who manage the manufacturing and retailing enterprises of this country can eliminate this kind of abberation provided we move our advertising message from the psychological to the informative.

I would like to add that the problem of audio nutritional advertising is not as simple as just talking about nutrition in a TV or radio commercial.

Albert Mehrabian, a UCLA psychologist, conducted controlled research which indicated that of the total message transmitted by a TV newsman, only 7 percent was transmitted by words; of the remainder, 38 percent was by vocal intonation and inflection, and 55 percent by facial expression and physical posture.

This kind of data indicates that we must develop new, creative, and innovative TV advertising.

We feel that audio advertising, such as TV and radio, should inform consumers on where to find nutrition information but that nutritional information should be in a physical or written form such as on a package or in printed ads.

As I look ahead into the future of the food supply in the United States, I am more and more convinced that many foods as we now know them will be changed. Many natural products will no longer be available because of economics. Other natural foods will have to be taken apart and toxicants removed from them.

This indicates to me that we are entering an era of food types and manufacturing that makes the source of nutrients—whether it is cereal, meat, fruit, or vegetables—unimportant. The important factor will be the quantity and quality of the nutrients used in the fabrication of the foodstuffs.

We will see more and more fabricated foods such as the space food sticks that were developed for the space program. Besides being on the Apollo and LM vehicles in the moon flights, this product has become a preferred emergency food for catastrophes. Because it is new, there are no taboos against it in the world. It contains balanced nutrition on the basis of calories. It is a high-energy food and easily transported.

This product has been used by CARE in many emergency situations and they recently presented Pillsbury with a plaque that states:

> In deep gratitude for support that enabled CARE to save many, many lives in two great natural disasters: Earthquake in Peru—May 1970; Tidal Wave in Pakistan—November 1970.

The important message that comes through is that because it is not a traditional food but is a classless food, there is no problem in getting any and all people to eat it. As you can see, this product bears no relation to the basic four food groups and points out that people in the future won't be able to pick out all of their food on this basis; thus, it will be essential to teach the consumer the basics of good nutrition so they can make their own evaluation from the nutritional data on the label.

In summary, I believe the information on nutritional labeling, food additives, tendency toward "natural," balance of food resources to consumption, and poor nutritional knowledge of the consumer, point out the extreme complexities of this problem. It will take a considerable amount of cooperative effort among industry, Government, and private institutions to work out rational and practical solutions. We stand ready to work with all of those desirous of accomplishing this task.

I hope this testimony is of some value to the committee, and wish to thank you again for the opportunity of appearing.

Thank you.

The CHAIRMAN. Thank you, Dr. Bauman.

We appreciate your testimony.

Mr. COOK. Senator McGovern, I would like to present Mr. Farish A. Jenkins, senior vice president of Nabisco.

The CHAIRMAN. Mr. Jenkins.

STATEMENT OF FARISH A. JENKINS, SENIOR VICE PRESIDENT, NATIONAL BISCUIT CO.

Mr. JENKINS. Senator McGovern, gentlemen, my name is Farish A. Jenkins. I am a senior vice president of the National Biscuit Co., often known as Nabisco.

I am here at your kind invitation to report to you on what my company is doing in this important area of improving nutrition among the American people.

At the outset, I would like to call your attention to the fact that, unlike a number of the other gentlemen who are being heard here this morning, I am not a scientist nor a specialist in the field of nutrition.

I am a general corporate executive who is here to inform you in the layman's language of the National Biscuit Co.'s interest in this problem and what we are trying to do about it.

For the sake of clarity as well as brevity, my testimony will be divided into two principal sections:

First, position or policy statements which will reflect our attitudes in this matter.

Next, I will give you several specific examples of what we have and are continuing to do in this regard.

These, I hope you will agree, will add substance in the form of action to what otherwise may appear to be merely statements of attitude and intent.

The primary business of the National Biscuit Co. is the manufacturing and distributing of food products—principally crackers, cookies, snacks, cereals, dry mixes, frozen foods, and candy. By engaging in this activity, the company acknowledges and readily accepts certain very real and serious responsibilites it has to the public who ultimately consume its products.

The company also recognizes that from the beginning of time food and food products have not always been consumed for nutrition alone. They are also considered to add variety, pleasure and zest to life. Therefore, we view each of our products in the context of its purpose and position among all the other elements of the diet which individuals are free to choose for themselves.

In relation to nutrition, it is the company's continuing and avowed intent to produce only those products which meet rigid standards of quality and purity and which are wholesome to eat. These products contain meaningful calories; this means they contain their proportionate quantity of vitamins and minerals which are generally associated with foods in that segment of the diet in which they are used.

In the changing and often conflicting science of nutrition, the company is guided by what, in its best judgment, is the most recent, technically competent, reliable, and impartial sources of information available. It will change and modify its nutritional position in relation to individual products as new scientific knowledge evolves, is substantiated and becomes available to it.

Today, new findings in the field of nutrition are often published in the lay press before they have the advantage of scientific evaluation. Because nutrition affects everyone, there are pressures to apply such new nutritional findings at once.

It is our practice to conduct and keep abreast of scientific developments in nutritional areas but only reflect these developments in our products when the preponderance of scientific evidence is favorable and when they are permitted by regulations promulgated by the Food and Drug Administration or similar authoritative agencies.

Nabisco, then, sets as its nutritional goal that its food products will supply meaningful calories characteristic of the food category in which it produces products. We define meaningful calories as calories that have associated with them their proportionate quantity of micronutrients (vitamins and minerals) generally associated with that food or its principal ingredients and for which human needs have been established beyond reasonable doubt.

Our research laboratory people tell me that these micronutrients are present in such quantities that the consumption of the food yields a given quantity of calories which will contribute a percentage of the recommended daily allowance of these micronutrients which is proportionate to the total caloric requirement. The RDA's used are those values established by leading scientific and medical authorities and published by the National Research Council of the National Academy of Sciences.

Further, growing scientific evidence indicates that a reduction in total fat intake, a reduction in saturated fatty acid intake, and a moderate increase in polyunsaturated fats would be desirable for the average consumer. It is our goal to modify the fat content of our products with these objectives in mind.

To support this effort, the company maintains a large, modern multimillion-dollar laboratory research center in Fair Lawn, N.J. This laboratory is staffed by over 300 people, many of whom hold advanced professional degrees in the various physical and biological sciences relating to food technology and human nutrition.

In addition to establishing and monitoring the quality of our present products, one of the primary missions of this installation is to enable us to carry out the policies which I have just enumerated.

So much for our general position.

Now, specifically what have we done and what are we doing in this field?

First, through the years, we have and will continue to cooperate with governments and other properly constituted agencies and groups to improve the level of nutrition of the people of the United States and, indeed, of those around the world.

During the past year, our chairman, Mr. Lee S. Bickmore, served as vice chairman of a subcommittee of the White House Conference on Food Nutrition and Health, which submitted nine major recommendations to various Federal Government agencies concerned in this field.

Our president, Robert M. Schaeberle, recently served on a task force of the Grocery Manufacturers of America to develop guidelines for voluntary nutrient labeling. The full report of this group, which contained a number of recommendations designed to improve consumer understanding of the nutritional composition of processed food products, has been submitted to Commissioner Edwards of the Food and Drug Administration.

Through our home economics department, we constantly work with food editors, dietitians, and others to supply information and authoritative information in the field of nutrition and for special dietary requirements. We have produced literally thousands of booklets supplying recipes on special diets, baby feeding, nutritive values, and other related topics.

In addition to these efforts, we are devoting side panels of each of our cereal packages to educational information on the four basic food groups—bread and cereal, fruits and vegetables, milk and dairy products, and, finally, poultry, meat, and fish.

Currently, we are in the initial stages of research on nutrient labeling in order to determine, if possible, the most meaningful and useful label information for housewives.

Supplementing our own efforts, we have, over a long period of years, given substantial dollar support to further the study and advancement of knowledge in the science of nutrition. Nondirected grants to the Harvard School of Public Health is but one good example, among others, of this activity.

Since the founding of our company in 1898, we have been in the forefront of innovations for the preservation of freshness and the sanitary quality of our products. This activity is well described in our recently published company history, "Out of the Cracker Barrel", which recounts the evolution from selling products in bulk to the first individually waxwrapped and sealed cracker, Uneeda biscuit.

More recently, and perhaps more germane to the subject of these hearings, after a number of years of study, about 2 years ago, in 1969, we began baking our largest selling and widely consumed item, Premium saltine crackers, with enriched flour as defined by the standards of the Food and Drug Administration.

Subsequently, in the summer of 1970, we began to enrich all of the flour we produce at our three mills—in Cheney, Wash.; Carthage, Mo.; and Toledo, Ohio. These three mills supply virtually 100 percent of the wheat flour used in the products we bake. Therefore, with insignificant exceptions, we can now report to you that all of our cracker and cookie products are made with enriched flour.

Furthermore, we understand that the Food and Drug Administration is now considering increasing the standards for enrichment. If and when it does, we stand ready to meet those standards.

When you consider the wide distribution, availability, and mass consumption of our hundreds of products, we can now be assured that thousands of consumers, each in his own way, are receiving a nutritious product in the context for which it is intended and provided.

In addition to this enrichment program, we have initiated a joint venture with the Astra Nutrition Corp. of Sweden, to form the Nabisco Astra Nutrition Development Corp. The original objective was to conduct research and to develop sources of low-cost protein for use in human foods in the underdeveloped countries around the world.

I can think of no better way to describe this activity for you than to quote Senator Magnuson in the Congressional Record of Thursday, October 1, 1970, and I quote:

> Early in 1970, the National Biscuit Co. and Astra Nutrition of Sweden conceived a joint effort and formed the Nabisco-Astra Nutrition Development Corp.
>
> These firms have pioneered a revolutionary breakthrough in processing herring by evisceration, deboning, solvent extraction, drying, and milling to produce a fine, tasteless and odorless, powderlike materials that is 93 percent to 94 percent pure protein. The product, known as EFP 90, is available now in reasonable quantities.

We are now attempting to utilize domestically the findings of this effort as they become available and practical for application here.

Similarly, in the past 2 years, under the auspices of the AID program, we have received grants from the Federal Government to conduct exploratory work in the field of malnutrition primarily in the countries of Nicaragua and Venezuela. Consideration is presently being given to conducting a similar study in Brazil. Here, too, we intend to utilize any knowledge which becomes available to us from these activities for the benefit of the people of the United States.

In closing, on behalf of the National Biscuit Co., I would like to express again my appreciation for your kind invitation to tell you what we are doing in this all-important field. I have stated our purposes and intentions. I have supplied you with specific examples of actions we have, and are taking, in support of these programs.

Finally, and in essence, I can only seek to assure you that the National Biscuit Co., recognizes its responsibilities as a corporate citizen, existing and working in today's environment, and that within the bounds of our free economic system, it will meet those obligations to the best of its ability.

Thank you very much.

The CHAIRMAN. Thank you very much, Mr. Jenkins.

Mr. Cotton, I was impressed by your statement of the support you give to the school breakfast program, especially the use of fortified foods in that program.

As you may know, at the present time we are allocating about $15 million a year for the school breakfast program.

To give you some comparison, we are putting about $356 million a year into the school lunch program.

Knowing what you do about nutrition and the importance of highly nutritional balanced diets, what do you think about that allocation?

It is a rather small figure to put in the school breakfast program over against the school lunch program.

Mr. COTTON. I think it is too small.

You have made a start and if we can get good experience now with an engineered food to solve this problem we are hopeful that Congress will expand it. So, we have looked at it as a pioneering thing.

The CHAIRMAN. How many schools are presently using your fortified breakfast material?

Mr. COTTON. Senator McGovern, we are in the "kindergarten" on this thing.

We have six plants across the country geared up. I don't think there are 100 schools yet, perhaps half that many, who are just starting within the next week. One or two started last week. We are now just beginning. So, we really can't tell you much.

The CHAIRMAN. Are you getting pretty good cooperation from public officials, Federal and State and local officials, in moving ahead?

Mr. COTTON. We get it in Washington. We have had great encouragement. We get it at the State offices of many States but then when we get that encouragement we have to go down and talk to every single school board in order to sell it. We have to talk to the cafeteria director in East Podunk. We have to learn how to do that. That is why I say we are still in the "kindergarten" on that.

The CHAIRMAN. Dr. Bauman, I just wanted to ask you one or two questions about the food additives.

I am sure that your company, Pillsbury, as well as other companies, does make a careful effort to monitor the usage of food additives. But isn't the real question one of who monitors the total amount of additives being put into our foods?

Who is looking at that larger picture of the impact on American diet of all of the food additives that are going into our foods these days?

Mr. BAUMAN. That is one of the things which has been lacking outside of the individual companies keeping track of materials that they are using.

Under the new review of the GRAS list, and this, I am sure, will extend to many other additives, there will be for the first time a total overall picture of the consumption.

I do believe that Food and Drug, for instance, ought to go to much greater use of computers in being able to keep track of this type of material.

Additionally, once nutritional guidelines are developed, this will have quite a guiding effect on what is used and how much might be used.

Mr. COOK. May I add to that, Senator?

The CHAIRMAN. Mr. Cook.

Mr. COOK. Since we do not have as yet the nutritional guidelines which I think most of us believe really are the ultimate answer, we have had to make some assumptions.

In our own company, we have assumed, for example, that the serving of cereals and milk for breakfast should contain approximately one-third of the day's requirements of certain vitamins and nutrients. We have established that arbitrarily.

Regardless of the temptation for a "horsepower" race, I think we have to exercise restraint and responsibility here.

The CHAIRMAN. Mr. Jenkins, if we could turn to you for just a moment here, I think Nabisco is to be congratulated, along with the other companies, for the enrichment of its products. We have been told it is very hard to sell nutrition and enrichment of foods, that that is not an item that consumers are particularly interested in.

I wonder if you could tell us what kind of sales response you are getting to the efforts of your company to sell food on the basis of nutrition.

Mr. JENKINS. Senator McGovern, directly to your point, we have now enriched crackers and cookies. We do not necessarily attempt to sell them on the basis of enrichment. Because of their end use, we believe that people eat them primarily for pleasure, on pleasurable occasions, and they do not seek nutrition per se from crackers and cookies. Therefore, we have not in any significant degree altered our selling messages on these products, for these products, simply because we have enriched them.

The CHAIRMAN. With special reference to the introduction of fish protein as an enrichment, what kind of future do you see for that product, both here in the United States and in the less-developed countries?

Mr. JENKINS. I am told by our technical people that this product has almost unlimited possibilities for supplying pure protein, high-quality protein, at the very low cost. Now, the technical people tell me that.

On the other hand, from the standpoint of marketing, I can certainly envisage great advantages to the mass of the American people by promoting to them products made from this source of protein.

Mr. COOK. May I add to that, Senator.

The CHAIRMAN. Mr. Cook.

Mr. COOK. I can understand the rather cautious approach that the Food and Drug Administration is taking toward this fish protein concentrate thus far. But it is very evident that with advances such as have been made by the company represented here, National Biscuit, that today's ground rules which permit it to be sold only at the retail level in 1-pound packages is just absolutely impractical from the standpoint of use on a large basis.

For example, the beefing up, if you will, the enrichment of casserole dishes, soups, that sort of thing, I think has a very great future. It is low cost; it is high quality, and it could be used not with any excuse at all because it is appropriate to use it.

I just hope that we will have your support at the right time to get the current ground rules relaxed appropriately.

The CHAIRMAN. Senator Dole?

Senator DOLE. I have no questions.

The CHAIRMAN. Thank you very much, Mr. Cook. We appreciate your testimony.

Mr. COOK. With your permission, we would like to present our final two——

The CHAIRMAN. I understand Mr. Paul Parker and Dr. Walter Compton are your next witnesses.

Mr. Cook. That is true.

Gentleman, will you join me?

I will ask Mr. Parker and, when his turn comes, Dr. Compton to introduce their associates. I think they both come well supported in the event you want to delve into various phases of this overall problem.

If he is ready, I first present to you Mr. Paul Parker, senior vice president of General Mills.

STATEMENT OF PAUL L. PARKER, SENIOR VICE PRESIDENT, GENERAL MILLS, INC., ACCOMPANIED BY DR. FRANK C. HILDEBRAND, VICE PRESIDENT, GENERAL MILLS, INC., AND DR. IVY CELENDER, DIRECTOR, NUTRITIONAL SERVICES, GENERAL MILLS, INC.

Mr. Parker. Thank you, Mr. Chairman.

I am accompanied today by Dr. Frank Hildebrand, vice president of General Mills, and Dr. Ivy Celender, on my far left, director of nutritional services of General Mills. Both have distinguished careers in food nutrition.

Dr. Hildebrand is past president of the American Association of Cereal Chemists.

Dr. Celender is active in State home economic nutrition associations.

My name is Paul Parker. I am senior vice president of General Mills in Minneapolis.

I am here today because our company believes strongly, as we know you do, that increased communication and understanding among Government, industry, science, education and, in fact, all segments of our society are essential elements to the solutions of the problems of hunger and malnutrition.

Through his personal participation in two White House conferences on food and nutrition and in testimony before the House Democratic Study Group last year, our chairman and chief executive officer, Jim McFarland, has outlined the General Mills corporate philosophy, policy and action programs in the struggle to provide more people with more and better food products at reasonable cost. I have included copies of both remarks in material sent to this committee.

The results of the White House conference of December 1969 included a series of what were termed recommendations. I prefer to think of them as challenges—challenges to each of us to move forward more effectively and more rapidly in the attainment of a commonly shared goal, the end of hunger and malnutrition in the United States.

My remarks today will hopefully be useful in telling you how one company, General Mills, has responded to meet a major White House conference challenge; namely, the development of new and nutritious and economic foods for the American table.

There are obviously many other facets of the complex problem before us, but my remarks will be limited to a few specific examples of new product development, an important but not total answer to our problem. This total answer will be found in our ability to win three separate battles—economic, educational, and motivational.

Some persons are hungry and malnourished because they lack the money to buy good food; this is an economic problem.

Some people have the money but don't know what to buy; this is an educational problem.

And an astonishing number of people have both the money and the knowledge of what to buy and eat—they just don't care about good nutrition; this is a motivational problem.

Let me begin with this simple premise: Despite spectacular increases in world food production, drastic food shortages lie ahead. We acknowledge that the traditional methods of food production, augmented by fertilizers, mechanization, irrigation, new hybrids and agricultural research, will substantially and continually increase output—the fact is, however, that this will be only temporarily sufficient to narrow the gap between available supply and desperate demand.

Despite all that science and agriculture have achieved, the historic means of processing food are not sufficient to provide those items which are at once the most prized in most culture and likewise the most essential for dietary needs.

In combating malnutrition, there are no great technical problems in supplying calories and it has become relatively simple to add whatever vitamins and minerals that may be necessary. But the provision of protein in the diet represents a major technical and marketing challenge for it is the high protein foods represented in their most familiar forms by meat, fish, fowl, eggs and dairy products which are both most prized and most expensive and most difficult to replace.

Much of mankind depends heavily on this type of protein. Our bodies cannot manufacture protein from nonprotein components in the diet, and we are totally unable to store protein in our bodies. Each of us must have a minimum daily protein requirement or our health begins to suffer.

One of our difficulties is that conversion by animals and poultry of the food they eat into the food we eat is relatively inefficient. Even at the best, the conversion efficiency is only 25 percent or so, and conversion of protein in many common meat forms is much poorer than that.

When a steer eats soybean meal or alfalfa, it converts the protein content into steak at an efficiency of about 7 percent. If, however, the soybean meal or alfalfa were eaten directly by the human consumer, the efficiency would jump some 70 percent—a tenfold increase in effective utilization.

The questions then are: Can world protein supplies be extended by direct conversion of plant foodstuffs to human food? Can we make and market new kinds of high quality protein food which will supplement, not supplant, the proteins now being provided in more traditional ways?

Happily, the answer to these questions is yes, and how are we going about it is what I should like to discuss at this point.

I want to describe the development of high protein formulated foods created from agricultural raw materials. At General Mills, these products are known as Bontrae®, a brand name of our company to identify a whole series of textured vegetable protein foods.

We start with soybean meal. As a potential dietary asset, this is a remarkable product of nature, for the oil-free meal has a protein level of 55 percent (fresh meat has about 20 percent). But who could possibly eat it? It is bitter, beany, and loaded with indigestible carbohydrates. It is scarcely a candidate for shelf space at your favorite supermarket.

Reference to the chart which we have prepared will enable us to take you quickly through the Bontrae manufacturing process used to convert the inedible high protein soybean meal to an endless variety of slices, cubes, portions, bits and granules of meat analogs, that is, products which are analogous to meat in color, in flavor, in texture, and, of course, in high protein value and content.

We start by taking the soybean meal through an extraction and refining process. This yields a slurried protein that is 95 percent pure. This product is fed into spinning machines (much like those used in the textile industry) from which it emerges as bands of tiny white fibers.

These bands—1½-inches wide—and containing some 16,000 individual fibers then pass over a series of rollers which expel moisture and strengthen the fibers. At this point the product is nearly colorless, odorless—and tasteless. We are then able to add color, flavor, supplemental nutrients and stabilizers and in the final stage to cut into desired shapes and sizes.

One such result and the first Bontrae product to be sold in supermarkets is Bac*Os®. These are crispy chips with a flavor like bacon which are used increasingly by U.S. homemakers in salads, casseroles, sandwiches, scrambled eggs, et cetera.

Somehow, it all seems quite simple and yet we invested some 300 man-years of research effort and millions of dollars in capital expenditures before achieving volume production of these world's newest foods at our multimillion-dollar Bontrae plant in Cedar Rapids, Iowa, in September of 1970.

Substantial steps have been taken to document the dietary merit of Bontrae products. Four separate nutrition studies have been conducted by independent research both in this country and at the Institute of Nutrition for Central America in Guatemala.

Two of these metabolic investigations were with adults, one with children and one with animals. The result: Bontrae foods were found to be equivalent to meat and almost equivalent to milk in nutritional merit—with a bonus benefit of low cholesterol.

Acceptance of experimental diets using the vegetable protein products over long periods has been good.

The research conducted with children showed that the quality of the Bontrae products is high enough to maintain growth and weight gain of healthy children.

Let me quickly run through some of the other attributes of these new foods—

ECONOMICS

Bontrae foods are generally cheaper than their familiar counterparts ranging in price in moist frozen form from 55 to 85 cents a pound, depending on the specific type of product. It should be stressed that Bontrae is not intended to be nor will it be a threat to meat. Bontrae supplements meat and will be used in conjunction with meat in many instances.

VERSATILITY

Bontrae can be tailored into any desired nutritional framework, such as high or low in carbohydrates or animal or vegetable fat, with or without unsaturated fats, zero cholesterol, with or without vitamins and minerals, precisely controlled calorie content, vegetarian or kosher.

ADAPTABILITY

Bontrae products are adaptable to any food preparation system. They are precooked and can be refrigerated, frozen, canned, or dried. They offer special advantages to those responsible for large volume meal preparation, for example, schools, prisons, hospitals, restaurants, hotels, et cetera.

Our Cedar Rapids plant is now producing a series of products designed for this type of institution.

I am happy to say as of this week the U.S. Department of Agriculture has announced specifications for textured vegetable protein products which permit these products, if local authorities wish, to be used in school lunch and other child feeding programs.

Other food companies are marketing similar products, and it is reasonable to anticipate an ever-growing demand in this field.

In their simplest context, Bontrae-like products substantially increase our world supply of high-quality protein by utilizing raw material directly from nature and specifically the vegetable kingdom. The potential for nutritional and human good is staggering.

Any discussion of Bontrae leads inevitably to the question of its applicability in protein deficient underdeveloped countries of the world. We have the raw material to work with since textured protein products can be spun from not only soybeans but also such oilseeds as cottonseeds, peanuts, and sunflower seeds. Today the meal from these seeds is largely wasted in many countries.

In conjunction with AID, we are undertaking an extensive study of the indigenous food patterns of West Pakistan. From this study will come the guidelines to the development of vegetable protein based analogs to be used as substitutes or supplements in the native diet. These new foods will be familiar, palatable, and highly nutritious.

When we talk about Bontrae and similar products now being manufactured by other American food companies, we are looking at the big picture—the potential through science and mass marketing to add significantly to the world supply and consumption of protein rich foods.

For just a moment I would like to share with you the story of another kind of new product development—one that is fully as exciting as Bontrae but which, strangely enough, has a total potential market in this country of far less than 1 percent of our population. It may seem presumptuous to take time to talk about such a relatively small number of people, but I do so for two reasons:

1. It illustrates what we must not lose sight of—the meaning of what is good nutrition can vary greatly with individual needs.
2. The end of all malnutrition will not be fully attained until a large number of specialized dietary needs are successfully met.

I would like to take a moment to talk about a couple of other products.

You say, "Why bother me when you tell me these products are only going to involve a couple hundred thousand people?"

I do it because it illustrates a point about nutrition. Everything is not everything to everyone. What is necessary for certain diets may have no relevance in your life or mine.

I think we must realize that the end of malnutrition and hunger will not be fully attained until a large number of specialized dietary needs are successfully met.

Paygel® P Baking Mix and Wheat Starch:

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Paygel P, Wheat Starch, is in one sense an accident but a happy result of what can happen when science and industry collaborate. Several years ago, we supplied a research team at the University of Michigan Medical Center with some special wheat starch in response to a personal request. Such requests are not uncommon, and in 99 cases out of 100, we never know what, if anything, is the result of the research being done.

But this was the one case out of 100 when we did find out. A project report written for the American Dietetic Association by the Michigan research team described a low protein bread made with our special wheat starch. The phone started ringing, the letters began to come in—the doctors all over the country wanted this product for their patients. What's more, they wanted the product in a palatable form, something people would eat happily as a substitute for ordinary bread.

Paygel P Baking Mix is our answer to these requests. It contains no wheat flour, no eggs, no milk, no salt. By all the known rules, it shouldn't bake up into much of anything, let alone a normal-tasting loaf of bread. But it does and thereby contributes significantly to the good health and nutrition of thousands of long-suffering persons, many of them children.

Medical interest in our product is understandable, but we want to emphasize that our recipes and products will not cure disease. However, by improving the variety of foods available to those afflicted with renal malfunction, celiac-sprue, and PKU, we are providing badly needed nutrition and palatability.

CHONO™ : CHOLESTEROL-FREE EGG SUBSTITUTE

This is a sample of another new product aimed at a special nutritional need—low cholesterol. Chono is an imitation whole egg powder made of dried egg whites and a synthesized yolk made primarily from safflower oil and containing no cholesterol. The name is a takeoff on the product's attribute—Cho-no, no cholesterol.

The product has only about 5 percent as much saturated fat as whole egg powder and about half the calories. Its protein quality is very similar to that of dried whole eggs, and it has the nutrition found in dried egg whites.

I have attempted in these remarks to demonstrate our concern over the problems of hunger and malnutrition.

May I close by sharing with you seven specific conclusions relevant to this whole field:

We have to work in a spirit of cooperation and not confrontation. I think Government must be willing to credit industry with both honorable motives and a record of achievements. I acknowledge we in industry must have a clearer and broader picture of what our responsibilities are and we must certainly develop far greater creativity in working toward solutions that lead us to our common goals.

This leads us to a challenge which I think is both in terms of economic and social responsibility. I know I speak for my company and for others when I say that we recognize that as a profitmaking organization our economic objectives must be consistent with the enhancement of our social order. It is in that spirit that we are proceeding in the development of new products for the American consumer.

(The prepared statement of Mr. Parker follows:)

PREPARED STATEMENT OF PAUL L. PARKER, SENIOR VICE PRESIDENT, GENERAL MILLS, INC.

My name is Paul Parker. I am Senior Vice President of General Mills in Minneapolis. I am here today because our company believes strongly, as we know you do, that increased communication and understanding among government, industry, science, education and in fact *all* segments of our society are essential elements to the solutions of the problems of hunger and malnutrition.

Through his personal participation in two White House Conferences on Food and Nutrition and in testimony before the House Democratic Study Group last year, our Chairman and Chief Executive Officer, Jim McFarland, has outlined the General Mills corporate philosophy, policy and action programs in the struggle to provide more people with more and better food products at reasonable cost. I have included copies of both remarks in material sent to this Committee.

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Let me begin with this simple premise: despite spectacular increases in world food production, drastic food shortages lie ahead. We acknowledge that the traditional methods of food production, augmented by fertilizers, mechanization, irrigation, new hybrids and agricultural research, will substantially and continually increase output; the fact is, however, that this will be only temporarily sufficient to narrow the gap between available supply and desperate demand.

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One of our difficulties is that conversion by animals and poultry of the food *they* eat into food *we* eat is relatively inefficient. Even at the best, the conversion efficiency is only 25% or so, and conversion of protein in many common meat forms is much poorer than that. When a steer eats soybean meal or alfalfa it converts the protein content into steak at an efficiency of about 7%. If, however, the soybean meal or alfalfa were eaten *directly* by the human consumer, the efficiency would jump some 70%—a tenfold increase in effective utilization.

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The product has only about 5% as much saturated fat as whole egg powder and about half the calories. Its protein quality is very similar to that of dried whole eggs and it has the nutrition found in dried egg whites.

I have attempted in these remarks to demonstrate our concern over the problems of hunger and malnutrition. May I close by sharing with you seven specific conclusions relevant to this whole field:

1. Because we need to know more about the specifics of malnutrition we must continue and expand the kind of study inaugurated in HEW on a 10-state basis.

2. Industry should work with government to help strengthen such measures as the school lunch program and food stamp program. Equally vital are substantial changes in our welfare system.

3. The food industry should seek to give more definitive and easier to understand nutritional information on package labels.

4. We should encourage the establishment and publication of nutritional guidelines. If and as these are published the food industry should encourage their use and promote their understanding to the public.

5. We should recognize that while there are differences of opinion among experts on certain nutrition issues there is also an impressive number of agreed upon principles and facts. We should heed this expert testimony.

6. We must revitalize the concepts and programs bearing upon nutrition education. More importantly we must realize that education is not enough—lack of motivation to eat nutritionally remains as one of our very greatest problems.

7. We need to work in a spirit of cooperation, not confrontation. Government must be willing to credit industry with both honorable motives and a record of achievement. We in industry must have a clearer, broader picture of our responsibilities and develop greater creativity in working toward a solution that leads us to our common goals.

All of this represents to us a challenge both in terms of economics and social responsibility. We recognize that as a profit making organization our economic objectives must be consistent with the enhancement of our social order. It is in that spirit that we are proceeding in the development of better food products for the American consumer.

Thank you.

FRANK C. HILDEBRAND, VICE PRESIDENT, EXECUTIVE DIRECTOR OF THE GENERAL MILLS FOUNDATION AND CHAIRMAN OF THE INFORMATION SYSTEMS PLANNING BOARD, GENERAL MILLS, INC.

Frank C. Hildebrand, General Mills vice president, joined the company in [illegible] as a chemist in the research laboratories.

Born October 6, [illegible], in Hinsdale, Ill., he earned his bachelor of science degree from Beloit College in [illegible], his master of science from the University of Wisconsin in [illegible], and his doctor of philosophy degree in biochemistry from Columbia University in [illegible].

Hildebrand transferred from research activities to the quality control department in [illegible], becoming its technical director in [illegible]. From June, [illegible], until January, [illegible], he served as administrative assistant to President C. H. Bell, then became director of quality control. He became a vice president in May of the same year, when he assumed the responsibility of all quality control and data processing activities. In October, [illegible], he was named Chairman of the Information Systems Planning Board and in October, [illegible], he was named Director of the General Mills Foundation.

Hildebrand is a trustee of Beloit College, past president of the American Association of Cereal Chemists and a member of the American Chemical Society. Married, he has three grown children: Nancy, (Mrs. Frank N. Jones III), David, and Marcia, (Mrs. Paul M. Ginsburg).

DR. IVY M. CELENDER

Dr. Ivy M. Celender, director of Nutritional Service, General Mills, received her B.S. degree from Carnegie Institute of Technology and an M.S. and D.S. from the University of Pittsburgh, Graduate School of Public Health.

Prior to joining the General Mills staff in November 1963, Dr. Celender taught German in the University of Maryland Extension Program in Germany and later taught nutrition in a Pittsburgh High School.

Dr. Celender is a member of the Minnesota Nutritional Council, American and Minnesota Dietetic Associations, Zonta International, American and Minnesota Home Economics Association, Home Economists in Business, the American Academy for Advancement of Science, the New York Academy of Sciences, Macalaster Women's Club and Minneapolis Society of Fine Arts. She was nominated and listed in ***Outstandng Young Women of America*** and included in ***Who's Who of American Women.***

She is married to Dr. Donald D. Celender and her hobbies range from sewing, foreign cookery and the arts of skating and swimming.

Dr. Celender's responsibilities at General Mills include working with almost every department on the nutritional aspects of products. She starts with the development of the product and follows it through marketing and advertising to the final stages of working with the legal department to approve nutritional aspects of advertising claims, package backs and commercials. Her office is a focal point within the company for nutritional information as it applies to products and their ingredients.

THE WHITE HOUSE CONFERENCE ON FOOD AND NUTRITION,[1] WILLIAMSBURG, VA., FEBRUARY 5, 1971; ON REMARKS BY JAMES P. MCFARLAND, CHAIRMAN OF THE BOARD, GENERAL MILLS, INC.

Fourteen months ago those of us in this room participated in the White House Conference on Food and Nutrition. We are joined under the leadership of Dr. Jean Mayer by hundreds of concerned citizens—men and women dedicated to the proposition that we could and must find ways by which every American could be assured of a healthy and nutritious diet.

I recall that on the last day of the Conference one of our panel members turned to his neighbor and asked, "Do you think the Conference has been a success?" And the answer was, "I don't know—come back in a year and I'll tell you."

Today, our task is to evaluate the events of the past year and to measure our progress against the needs and the demands of our society. The American people are entitled to an accounting of how well we have performed against the challenges which the Conference posed for each of us in December of 1969.

I submit that in one very real sense the White House Conference of a year ago was an immediate success. It identified and isolated specific problems; it established a national climate of concern; and it marshalled the combined resources of government, agriculture, the food industry, science, education and the "man in the street" to attack wholeheartedly our weaknesses and our shortcomings. These combined resources have achieved much in the past 14 months and I am pleased and honored to serve today as the spokesman for the American food industry.

I am keenly aware of the dedication, the social consciousness, the practicality, and the determination with which our industry's people are addressing themselves to the vitally important task before us. Such responsiveness is not new, for the underlying motivation of our Free Enterprise System is based on the providing of service and value to the consumer . . . this motivation has characterized our industry for many years and has enabled it time after time to respond successfully to the particular challenge of the day.

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[1] See the complete Report of Follow-Up Conference, p. [illegible].

It may be useful if at this point we remind ourselves of the basic four—and here I am not talking about food qualities but rather about the basic four responsibilities of government and the food industry as defined by the Conference.

1. To enhance the nutritional well-being of all Americans.
2. To provide information to facilitate consumer understanding of food and nutrition.
3. To assure the safety and quality of all food products.
4. To assist in the improvement of the American social environment.

Before discussing in some detail and with specific examples of how we have responded to these basic four, I should like to make some general observations about the scope and complexity of the situation facing us.

First of all, it seems clear that we need to find out a great deal more about hunger and malnutrition in the United States than is now available to us. The recent Department of Health, Education, and Welfare 10 State Survey provided us all with a wealth of insight and knowledge but more data are needed.

Obviously, malnutrition is often the direct by-product of poverty and yet in the Survey it was noted that well-nourished families were living side by side with victims of malnutrition even though family income was similar and at the poverty level.

We find malnutrition in families and individuals where lack of purchasing power cannot be blamed—the bad eating habits of teen-age girls and some young pregnant women are not confined to the poor. There are special problems among some of our aged, there are pockets of malnutrition caused apparently by geographic isolation, and there are situations where ethnic-based food preferences make for an inadequate diet.

It's risky to simplify but I'll try nonetheless. Some people are malnourished because they simply can't afford to buy the necessary food. This is an economic problem. Some people are malnourished even though they have the money—they just don't *know* what to buy. This is an educational problem. And some people are malnourished even though they have the money and *know* what to buy—they just don't care about good nutrition. This is a motivational problem.

Let me now return to the basic four responsibilities set before us by the Conference one year ago . . .

The first was: "To enhance the nutritional well-being of all Americans."

One very basic response to this particular challenge continues to be our ability to provide more people with more good food at low cost than any other nation in the world. Despite inflation, food costs as a percent of earning power continue to decline. The credit for this achievement belongs to a great many different segments of our society; and our challenge for the future is to improve upon a system which works extremely well for most people and to extend the benefits of our production and distribution system to groups with special needs.

If we are to make our system work as well for *all* persons as it now does for most of us, cooperation between the private sector and government is essential. We have seen one dramatic example this past year of what can be done in the expansion of the Federal Food Stamp Plan. The USDA mounted a vigorous campaign to stimulate participation of local communities in the plan and in five states, local leadership and the food industry assisted in the effort. We are happy to report that we have been of help in reducing the number of non-participating counties and independent cities to but 10 out of a total of 3,129.

In another area calling for government action and industry support we were less successful. Our present food marketing systems cannot provide adequate nutrition where there is not adequate income, and many elements of the food industry, including the Grocery Manufacturers of America, supported therefore the Family Assistance Act of 1970.

We were disappointed but not disheartened by the failure of this measure in Congress, and we shall continue to fight for the passage of appropriate legislation in 1971.

The enhancement of the nutritional well-being of our citizens means both new products together with the improvement of our traditional foods—in this respect it has been a banner year. For example:

1. A broadly distributed breakfast drink has been reformulated to include higher amounts of iron.
2. A new pasta product has been introduced—an excellent protein value with great promise as a low cost, highly nutritious substance.

3. A product now in test market consists of two cake-like squares containing vitamins A, B–1, B–2, B–12, C, D, E in addition to calcium, niacin, phosphorus and iron and with as much protein, vitamins, and minerals as a complete breakfast.

4. Another new product in the form of a cake will when served with 8 ounces of milk provide one-fourth of the recommended daily allowance of all nutrients for a 12-year-old boy. The product is well accepted and is readily served in inner city schools since no utensils or special personnel are required.

5. The nutritional improvement of snack products has been notable. One manufacturer now enriches his complete line of 230 wheat-based products with vitamins B–1, B–2, niacin and iron. A potato-chip-like product fortified with soy protein is available.

6. Further examples of nutritional upgrading include the widespread use of enriched flour in such products as cake, brownie and pancake mixes, the addition of vitamins to fruit drinks, margarine enriched with vitamins A & D, fortification of instant dehydrated potatoes with vitamin C, one-dish dinners with meat supplementation by textured protein products, enrichment of children's cereals with vitamins and minerals, iodization of almost ⅔ of all salt consumed in the so-called goiter belt and the enrichment of more than ⅔ of all milled rice and rice products sold in this country. Finally, we are told that the levels of iron in the flour and bread standards under the control of the Food and Drug Administration are to be increased by a factor of three in line with a recommendation of the National Academy of Science and the American Medical Association. The level of the B vitamins will be increased by 50%.

Perhaps more significant for the long term is the genetic modification of grain and legume proteins. Earlier improvement of corn and rice proteins has been followed within the year by a genetic breakthrough which substantially increased the methionine content of beans and thus improved their food value. This work was underwritten by a major food manufacturer.

Let me add one word of caution. Nutrition is not an exact science, and our knowledge and our understanding both grows and changes with each passing day. We believe strongly in the principle of the addition of nutrients to food. We do not endorse, however, the indiscriminate fortification of food products. It can be overdone. Industry, science and government must work together to make certain that in attempting to improve the health of our consumers, we do not endanger their health or so increase the cost of the products that we make them unavailable to those who likely have the most need for them.

The second basic responsibility given us by the White House Conference was: "To provide information to facilitate consumer understanding about food and nutrition." You will recall that I have suggested we are dealing with not only those who need to be educated but with those who must be motivated.

The record will show that in response to this challenge we are today providing more nutritional information to more people and through more different means than at any previous time in our history. These include efforts by individual companies, by trade associations, by different segments of the food industry and by the advertising fraternity. It is an ever growing, ever more effective communications program of gigantic proportions. We strongly believe in its achievements and potential. For example:

1. The Food Council of America has been reestablished as a vehicle to disseminate nutrition information. Sparked by the retail segment of our industry and supported by the other elements of the food business, the Council launched a campaign based on the familiar theme, "Eat the basic four foods every day." Literally hundreds of thousands of displays, posters, color books, recipes, articles, media advertising, point-of-purchase materials and food labels were utilized.

2. We will see this spring and summer a major national public service advertising campaign. This is a joint effort of the Grocery Manufacturers of America, the Advertising Council, the U.S. Department of Agriculture, the U.S. Department of Health, Education and Welfare and the National Academy of Science. The planning is done, copy being written and all America will be exposed to the impact of this nutritional information and education campaign.

3. The Nutrition Foundation, an organization supported by the food industry, is developing a program to get nutrition information to young people through the schools; specifically it is developing 15 thirty-minute television programs for teachers which will constitute a credit course on nutrition and food.

4. The cereal industry has carried out an extensive program using package backs to tell the story of good nutrition. Over 400,000,000 packages and nutritional messages are involved.

5. Individual company efforts have been legion and increase every day. Some examples:

A 28-minute film on nutrition and health.

An experimental series of nutrition education television messages aimed at low income families.

Underwriting of the nutrition segments of 4-H Club work—largest youth nutrition education program in the United States.

Development of comic books to tell nutrition story in the idiom of inner city youth.

Massive displays of in-store material devoted to nutrition plus substantial advertising space in newspapers used by retailers for the same purpose. Here are some examples.

(Slides.)

And I stop, not because I've run out of examples but out of time.

The White House panel on Food Packaging and Labeling said regarding nutrition: ". . . . We are convinced that communication must be improved with the consumer, whoever he may be, wherever he may live or shop."

One of the key elements in such communication is the matter of nutritional labeling of food products. The food industry endorses and has been cooperating with the Food and Drug Administration's studies to find the best method of communicating nutrition information to the consumer by means of the product label.

Currently, three possible approaches are being studied with actual consumer reactions and consumer understanding being tested. Any of the three approaches will provide the essential basic nutritional information about a particular food to the consumer.

The third basic responsibility given us by the White House Conference was: "To assure safety and quality in all food products."

There has been for many years a full recognition on the part of industry that government must play an essential role in this area. This is not to say that industry should only react to government pressure or mandate but rather that government and industry must cooperate in fulfilling their joint responsibility to the consumer. Some of the more recent developments in this area include:

An educational and promotional effort by the food industry to achieve universal support of GMP—good manufacturing practices established by Food and Drug.

Industry support for Congressional appropriations large enough to fund inspection needs of various regulatory agencies.

Industry support for Food and Drug in its plans to establish and publish nutritional guidelines.

A notable increase in the amount and quality of ingredient and finished product testing both by government and by industry. The extent and impact of this increase can be recognized when we look at the microbiology laboratory work done by just one food manufacturer in the past year. The number of individual analyses rose from 39,700 in 1969 to more than 57,000 during the year just concluded. All of this can be translated into a sharply increased investment in time and money on behalf of improved product quality and product safety.

The fourth and last basic responsibility as defined by the White House Conference was: "To assist in the improvement of the American social environment."

Surely, no one can argue that this is not a responsibility incumbent upon each of us. It is a challenge to the individual, to the family and to all of our institutions throughout the nation. It is a challenge which recognizes that the American dream is still a nightmare to far too many of our citizens. It is a challenge which recognizes the inescapable truth—those of us responsible for the operation and success of a profit-making enterprise must at all times pursue our goals in a manner wholly consistent with the social good.

Each of us will view his responsibilities a bit differently than his neighbor. Commitments will vary and priorities will change with the passage of time and a change in circumstance. I am in no position to speak on behalf of the men and women of our American food industry in this regard except to say that I know them to be fully dedicated to using their talents and resources so as to assist materially in the improvement of the American social environment. For example:

1. Day care centers, housing rehabilitation, recreational programs, com-

munity clean up projects and school operations characterize food industry involvement in the inner city.

2. The largest single supporter of reruns of Sesame Street is a food manufacturer. In fact, food companies help finance this program in over 20 major cities.

3. Programs to assist minority entrepreneurs are numerous in the food industry as is close cooperation with NAB and related agencies.

4. Our social environment is ofttimes most directly improved or changed by legislative action. We have within the food industry this past year given a great deal of thought and study to a wide variety of legislative proposals before Congress and have taken positions which we feel to be in the best interests of our nation. Some no doubt will disagree with our views on specific bills, and we may well disagree at times among ourselves. We do believe, however, that we should let our voice be heard and at the same time listen long and carefully to those who have a different point of view.

As I look back over the past year I am impressed by what has been accomplished. It has been innovative, it has been constructive, and it has been substantial. And as I view where we are today, I am once again impressed—this time by how much more demands to be done. None of us in industry views today's sessions as anything more than a brief respite, a breathing spell that gives us the chance to make a progress report. Tomorrow, like yesterday, we'll be back on the firing line and working toward the full attainment of those goals we set for ourselves one year ago.

One final word: A noted ecologist is fond of saying that a fundamental law of nature is, "Everything depends upon everything else." I believe that if we are to be successful in our fight for improved health and nutrition, we must adopt the same principle—only we might put it, "Every*one* depends upon everyone else." There has been this past year perhaps too much criticism and not enough communication. We are (or should be), after all, allies, not enemies. I would hope that in 1971 the government official, the strong consumerist, the educator, the businessman—that somehow all of us would realize that if we can but enlarge our field of common understanding and agreement we increase tenfold our chances for success.

There are two ground rules which I suggest we all adopt:

1) Let us open wide the doors of communication and talk not merely with those with whom we agree but, more importantly, with those whose views are dramatically different from our own.

2) Let us at all times be willing to recognize the sincerity and intellectual honesty of those with opposing views. Nothing is to be gained by impugning the motives of those with whom we disagree. The American people and their needs for improved nutrition deserve nothing less than the best efforts of all of us. We are all headed in the same direction and seeking the same objectives. The more we help each other, the sooner we will attain that goal. Toward that end, I pledge the support of our American food industry.

Statement of J. P. McFarland, General Mills, Inc., Before Task Forces of Democratic Study Group, September 18, 1970, Washington, D.C.

My name is Jim McFarland. I am the Board Chairman and Chief Executive Officer of General Mills, Inc., of Minneapolis, Minnesota.

I should like to thank the members of the Democratic Study Group for your invitation, and I am especially grateful to your task force chairmen, Congressmen Rosenthal and Foley, for permitting me to testify at this time so that I can fulfill other commitments which I have tomorrow.

I came to Washington today for a very simple reason and it is this: My company and I share your concern with the food and nutrition problems of this nation, and we believe that the solutions to these problems will be found only through the joint efforts of the public and private sectors.

There has perhaps on all sides been too much criticism and not enough communication. Your responsibility as the elected representatives of the people to pose questions and to gain a greater understanding of our industry parallels our responsibility to talk with you and to work with you in the search for a better fed and better nourished America. This at least is the spirit in which I join you today.

My remarks will hopefully be responsive to the questions set forth in the outline for these proceedings as mailed to my office last week. I should like to comment on the following broad topics:

1. The problem itself—hunger and malnutrition in the United States.
2. The food industry and nutrition education.
3. The food industry and the enrichment and fortification of foods.
4. The food industry and the search for new and better foods.
5. The roles of government and the private sector in achieving a new and higher level of national nutrition.

I should, I think, at this juncture make a disclaimer. While I can and will tell you of some of the things being done by the food industry today, I am here as a representative of General Mills only and do not presume to speak for the industry in giving you an assessment of what we are doing or should be doing in the future.

Let me now turn to the first point for discussion—the problem of hunger and malnutrition in the United States.

The first and most important thing to say is that while we know there *is* a problem, we really don't know very much about the specifics. And the reason we don't know is that until Dr. Schaefer undertook his 10-state survey last year, no study on this subject had ever been undertaken.

I am not suggesting that we wait and do nothing until a 50-state survey is undertaken and completed. Common sense, testimony of welfare and public health people, and of course Dr. Schaefer's work all tell us something and give us a number of valuable clues. But the present available data is simply not good enough or complete enough to enable us to pinpoint our targets and to substitute the rifle for the shotgun.

Obviously, malnutrition is often the direct by-product of poverty. And yet Dr. Schaefer told us only last week that he had found well nourished families living side by side with victims of malnutrition even though family income was similar and at the poverty level. It would be easy but dangerous to explain this situation in terms of a difference in nutritional awareness on the part of the families involved—all kinds of other physical, cultural, psychological factors may be involved—we just don't know—and we have to find out.

We find malnutrition in families and individuals where lack of purchasing power cannot be blamed—the bad eating habits of teen-age girls and some young pregnant women are not confined to the poor. There are special problems among some of our aged, there are pockets of malnutrition caused apparently by geographic isolation, and there are situations where ethnic based food preferences make for an inadequate diet.

It's risky to simplify a whole series of problems like this but I'll try nonetheless. Some people are malnourished because they simply can't afford to buy the necessary food. This is an economic problem. Some people are malnourished even though they have the money—they just don't *know* what to buy. This is an educational problem. And some people are malnourished even though they have the money *and* know what to buy—they just don't *care* about good nutrition. This is a motivational problem.

Given this situation and because we can't explore solutions without a precise definition of the problem and a continuing measure of the degree of success of the solution applied, I suggest the following:

1. that Congress take steps to ensure that continued input of data on hunger and malnutrition as started by Dr. Schaefer, and
2. that we in the food industry cooperate with Dr. Schaefer or the appropriate government office in making available data obtained by us in those market research studies which might provide additional insight into the problem.

Let us now turn to the subject of nutritional education. What has been done, how well are we doing and what should now be our course of action? I would try to answer these three questions by saying simply:

1. A tremendous amount of nutritional education has been and is being done by industry, by the government and by our schools.
2. The results of our combined efforts have not been sufficient to solve our problem. I suspect that while we have reached people with the facts and figures of nutrition, we have not successfully *motivated* many of them to act upon this information. Our concern and your concern over nutrition is unhappily still not shared by too many of your constituents.
3. This is no time to give up on nutritional education. We must do more than we have done and what we do must be done better. I am personally

persuaded that all of our efforts should be geared to the "Basic Four" story and that mass media and product packages must be increasingly utilized. Government has the responsibility to examine its own opportunities to be more effective—for example—are public health, welfare and even social security contacts with individual citizens being used as they might be to teach nutrition?

I know that there are those who honestly doubt the sincerity of our efforts in industry to "sell" nutrition.

I have listed on a separate page some of the nutritional education material distributed by just one company—our own—in this field, and I have brought along copies of some of our efforts for your perusal today.

A few moments ago I mentioned mass media. This of course includes television, and I want you to hear our views on this subject and to know how we use this particular medium.

Ours is an economic system which depends upon the sales of goods and services. It is probably fair to say that our political system also depends upon salesmanship—no one I guess would be more keenly aware of this than yourselves. There was a less sophisticated time in our history when you sold yourself to the voter by the personal "pressing of the flesh" and we in business got the job done by what we called the belly to belly technique—selling by an individual to an individual.

Those days have long since gone—for you and for me. You use billboards and radio, newspapers and TV—so does General Mills—how else can you reach all the people you need to reach to tell them what you have to offer—as a candidate or as a product?

General Mills last year invested $53,000,000 in advertising to American consumers—this figure includes all of our products—food and nonfood alike. Fifty-three million dollars is a great deal of money, but it represents only 87 cents per household or just about the cost of nine airmail stamps.

Our advertising is guided by three basic principles:

1. Our advertising shall be truthful.
2. Our advertising shall render the maximum of helpful service.
3. Our advertising shall, insofar as possible, seek to expand markets rather than merely to take business away from competitors.

Let's look at cereal advertising for a moment, both in terms of content and its role in nutritional education.

Cereal advertising makes basically two claims or promises. It tells the homemaker and her children that the product tastes good and is good for her. Both claims are true.

I do not intend to reopen the great cereal debate, but if we are to understand the role of cereal advertising in nutrition education, we must understand the importance of cereals to good nutrition. Very simply:

1. There is no such thing as a perfect or complete food. If we are to be well nourished we need to eat foods from each of the basic four food groups every day.
2. Ready-to-eat cereals when eaten with milk and sugar—as they are over 90% of the time—provide the consumer with an impressive percentage of daily nutrient needs. This chart shows these percentages if a daily diet consisted entirely of Cheerios plus milk and sugar.
3. Even if eaten *without* milk or sugar Cheerios would all by itself provide more than 100% of minimum requirements of five of nine key nutrients.
4. Cereals provide more nutrients for the price than any other common good breakfast, even one including bacon and eggs, toast and juice. This chart compares a Cheerios breakfast with an egg-bacon and buttered toast breakfast in the percent of nutrient needs provided for 25 cents.

Ladies and Gentlemen, this is not just Big G cereals talking. These arguments are supported by the overwhelming weight of expert scientific, nutritional and medical opinion in our country today.

Historically, our efforts have been to persuade consumers to eat a nourishing breakfast, including cereals. Is this important to the cause of nutrition education? When you consider these facts, we believe you will agree that it is very important.

1. Breakfast is generally considered by nutritionists to be the most important meal of the day.
2. Breakfast is the most neglected meal of the day—the single most popular so-called breakfast is coffee alone.
3. During any given 7-day period, 19% of our population skips breakfast at least once.

4. Only one out of five children goes to school with an adequate breakfast—6% get no breakfast at all.

This is the backdrop against which our advertising sells both cereals *and* the importance of a good breakfast. We submit that this is truly nutrition education.

Even if people remain uninformed or even if we fail to persuade them to eat the proper foods, we have still another weapon at our disposal. I refer to the so called fortification of basic foodstuffs.

While some few faddists argue against fortification in any form, their views have little support from the scientific community. There is general agreement that fortification is both desirable and necessary in a great many foods; we are faced, however, with individual questions of what kind of fortification, how much can and in what products.

Generally speaking, we have added nutrients to foods either to compensate for processing or storage loss or because we were aware of a public health problem and we wanted to use foods as a means of solving the problem. Thus, the addition of iodine to table salt reduced the incidence of goiter tremendously, the use of Vitamin D milk has proved very successful in cutting down the incidence of rickets and the addition of niacin to flour and bread has virtually eliminated pellagra in the United States. Please note that in each of these cases, there has been a specific deficiency disease which has been pinpointed, and a specific nutrient which has been added to an appropriate food with the objective of curing the particular disease.

In the case of our own products, we have followed both aspects that I have mentioned. In our cereal products, for example, we have added nutrients to compensate for possible losses in production and in our flour we were one of the pioneers in the enrichment program. Indeed, I am proud that much of the basic research was done by our company. Today at General Mills all of our flour-based products sold to institutions are enriched, as are such well-known consumer products as Gold Medal Flour, Bisquick and more recently our Betty Crocker cake mixes. Within the last year we have worked with others in the industry in petitioning for a modification in the flour and bread standards to include a substantial increase in the amount of iron. We are told by virtually all nutrition authorities that iron-deficiency anemia is highly prevalent in this country and that the addition of iron through a vehicle as widely used as flour and bread is a logical way to help the fight against this particular deficiency disease.

Additionally we stand ready to further modify the enrichment program at any time there is a consensus on the part of those with appropriate knowledge to advise that we do so.

We do believe strongly in the principle of addition of nutrients to foods. We do not, however, endorse the indiscriminate fortification of food products. It can be overdone. Industry, science and government must work together to make certain that in attempting to improve the health of our consumers we do not endanger their health or so increase the cost of the products that we make them unavailable to those who likely have the most need of them.

It should also be said that the indiscriminate fortification of food products is impractical in that fortification often results in a taste which is unacceptable to the consumer. We know from a great deal of experience that protein is one of the most difficult elements to add to foods without causing a change in product taste.

In our view the government should move to establish and publish voluntary nutritional guidelines. I was most encouraged to hear of the recent contract given by FDA to the National Academy of Science-National Research Council to study and recommend such guidelines. If this is done, we in industry should weave into our advertising and labeling, information consistent with and supportive of the guidelines.

We have talked about nutrition education and about additives and food fortification. There are those I know who argue that all of this would be academic if the food industry would be willing to spend time and money on the development and sale of more nutritious foods.

The answer, of course, is that that is precisely what we have been doing—and for a good many years. The technical development of many of these products has been more successful than the marketing—and for a very simple reason. Unless there is palatability and taste appeal in addition to high nutritive value, repeat sales rarely materialize. Like every other company we've had our successes—Total is a good example—but we've also had our share of failures—let me tell you about two of them.

This is a package front of a cold cereal called Hi-Pro introduced in 1958. It was a protein fortified product for which we had great hopes.

We did not skimp on the market testing, the promotions or the advertising. We used in fact the services of one of America's most successful salesman, Arthur Godfrey. We gave it our best but to no avail. Godfrey and protein content notwithstanding—people just didn't like the taste and Hi-Pro met an early death.

This is a package front of a hot cereal called Protein Plus. Again, we had an outstanding protein story to tell and as with Hi-Pro we promoted and advertised heavily. But it was the same result—people simply didn't like it and Protein Plus quickly became a General Mills minus and vanished from the grocery store shelf, except in three West Coast areas.

And here is something brand new, Breakfast Squares, a product just now in test market in Kansas City. One serving of two squares is a complete breakfast and gives you as much protein, vitamins and minerals as one egg, two strips of bacon, two pieces of toast and a pat of butter.

We've got a great nutrition story, but do we have a product that has sufficient taste appeal? We won't know for some time, but I'll pass samples around to you so that we can have our own Congressional taste panel.

I won't be surprised or insulted if some of you find fault with the texture and the flavor. Unhappily, one of the penalties you often pay when adding nutritive supplements is a decrease in good taste and flavor. We could make these squares taste better but only at the expense of nutritive value. Perhaps we should sacrifice some of the nutritive value if this will get the squares eaten because food is obviously only nutritious if it is eaten.

We have, of course, developed products in other areas and oftentimes we have done so in response to very specific nutritional and dietary needs. Here, for example, is a product called Paygel P which is used in the making of bread for persons who must be on a low protein diet and who cannot eat ordinary breadstuffs. And here is a product called Chono—it is really a low cholesterol egg and we hope it will serve the nutritional and taste needs of those thousands who suffer from high cholesterol.

These last two examples admittedly involve products of special and limited appeal. Let me tell you something about a product line of new, high protein foods upon which we have thus far invested 8 years of research and millions of dollars in plant facilities now being constructed in Cedar Rapids, Iowa.

We will be producing shortly in Cedar Rapids a line of products we call meat analogs and which we will sell under the name *Bontrae.* These products are manufactured from soy beans via a system which isolates the soy protein and spins it out into fibers to which eventually are added fats, flavors, coloring, nutrients, protein binders and stabilizers. In designing these products we have built in the nutritive values of the foods which they will replace. Let me share with you some of the results of all this.

We have in these products a great opportunity to provide high protein foods not only in the U.S. but in other parts of the world where protein deficiency is a major problem. Both here and abroad our eventual success will depend upon our ability to give people taste and texture they enjoy and at a price they can afford to pay. High protein content of itself is generally not a sufficiently strong selling tool—if it were, fish consumption, for example, would be much higher than it is.

I have attempted in these remarks to demonstrate our concern as a food company over the problems of hunger and malnutrition. I have also sought to acquaint you with our views as regards nutrition education, the use of additives and the development of new high quality foods. I should like to close with a few specific conclusions, some of which I have already mentioned.

1. We must learn more and on a continuing basis about the specifics of malnutrition in the United States. This means the continuation and expansion of the kind of study inaugurated by Dr. Schaefer and the input of any data which can be contributed by the food industry.
2. Industry and all other elements of the private sector should cooperate with government in the strengthening of such federal measures as the school lunch program and the food stamp program. I have seen just in recent months an example of what can be done in this area; it was the leadership of Minnesota based food companies working with Congressmen that has enabled our state to bring all 87 counties into the food stamp program.
3. The food industry should seek to give more definitive and easier to understand nutritional information on our packages.

4. We should all encourage the recently announced plans of FDA to establish and publish nutritional guidelines; if and as these are published, the food industry should encourage their use and promote their understanding to the public.

5. We should recognize that while there are differences of opinion among experts on certain nutrition issues, there is also an impressive number of agreed upon principles and facts. We should heed this expert testimony.

6. We must all recognize and accept the fact that nutritional education in this country has a long way to go. All of us—industry, government, education—are working in this field, and we must somehow coordinate what each of us is doing so that it reinforces the efforts of others. Nutrition education needs a Smokey the Bear concept working for us. And we must work with the realization that giving people the facts is not enough, we must motivate them to act upon the facts.

7. If the problems we face are to be solved, we need to proceed in a spirit of cooperation, not confrontation. Government must be willing to credit industry with both honorable motives and a record of achievement. Industry must have a clearer picture of its responsibilities, and must develop an ever greater creativity in working toward a solution to our common goals.

Thank you.

The CHAIRMAN. Thank you very much, Mr. Parker.

Mr. PARKER. Thank you.

Mr. COOK. I think you can see, Senator, that we have quite a bit of competition in the food industry.

I would like to present Dr. Compton who is the President of Miles Laboratories.

Will you introduce your associate?

STATEMENT OF REP. JOHN BRADEMAS OF INDIANA, INTRODUCING DR. WALTER A. COMPTON TO THE SENATE SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS, FEBRUARY 24, 1971

Mr. Chairman, I had hoped to be able to appear in person before this Committee to introduce my valued friend and constituent, Dr. Walter Ames Compton, President and Chief Executive Officer of Miles Laboratories, Inc., of Elkhart, Indiana. The fact that I am chairing hearings of the House Select Education Subcommittee this morning, however, prevents me from accompanying Dr. Compton personally, much to my regret.

I have followed with interest the notable strides that Miles Laboratories has made in improving nutritional opportunities for Americans, and particularly for the disadvantaged. This experience is worthy of the attention of this Committee and indeed of the whole Congress, and I commend Dr. Compton's testimony to you.

Doctor Compton is president and Chief Executive Officer of Miles Laboratories, Inc.; a member of the Board of Directors and Finance Committee, and is Chairman of the Executive Committee.

He was first elected to the Board of Directors of Miles in 1936 and has served in this capacity continuously since that time.

He holds a B.S. degree in Chemistry from Princeton University (class of 1933) and an M.D. degree from Harvard University Medical School (class of 1937). In the fall of 1938, following internship at University of Chicago Clinics, Billings Hospital, he was appointed Medical and Research Director of Miles.

Doctor Compton served in the United States Army, Medical Corps, during World War II and was Director of the Medical and Surgical Section of the School of Medical Technicians at Fitzsimmons General Hospital, Denver, Colorado. He was retired from active duty in 1946 as a Lieutenant Colonel.

Returning to Miles in 1946, he was elected Vice President, Research and Medical Affairs, and a member of the Executive Committee. He served as Executive Vice President from 1961 until his election to the presidency in 1964.

Doctor Compton is a member of the American Medical Association, Indiana State Medical Association, Elkhart County Medical Society, Royal Society of Medicine (England), American Association for the Advancement of Science, New York Academy of Sciences, National Council of the National Planning Association, and the Governor's Commission on Medical Education in Indiana.

He is a member of the medical staff of Elkhart General Hospital, is Vice President and past President of the Elkhart County Health Foundation, member of the Board of Directors of Oaklawn Foundation for Mental Health and of the Advisory Board of Goshen College. He serves as an elder of the First Presbyterian Church, is chairman of the Elkhart Conference and is involved in many other civic improvement projects.

STATEMENT OF WALTER A. COMPTON, M.D., PRESIDENT AND CHIEF EXECUTIVE OFFICER, MILES LABORATORIES, ACCOMPANIED BY ADRIEN L. RINGUETTE, SECRETARY AND GENERAL COUNSEL, MILES LABORATORIES; AND JOSEPH M. WHITE, M.D.

Dr. COMPTON. Mr. Chairman, members of the select committee, I am Dr. Walter A. Compton, president and chief executive officer of Miles Laboratories.

I am accompanied today by Adrien L. Ringuette, secretary and general counsel of Miles; and our consultant, Dr. Joseph M. White.

Because of the longstanding interest and involvement of Miles in the field of nutrition, I have accepted with pleasure your invitation to testify today on the efforts of private industry in this field.

I have prepared a formal statement which has previously been supplied to this committee and, with your permission, I should like to offer it for inclusion in the record of these hearings.

The CHAIRMAN. It will be made part of the record.

Dr. COMPTON. Thank you, sir.

(The prepared statement referred to follows:)

PREPARED STATEMENT OF WALTER A. COMPTON, M.D., PRESIDENT AND CHIEF EXECUTIVE OFFICER, MILES LABORATORY, INC.

INTRODUCTION

This statement will outline the capabilities which Miles Laboratories is bringing to bear in its efforts to improve the nutrition of the American people, and with especial reference to the problems of the economically disadvantaged. It will outline efforts to date as well as some of our plans for the future; additionally it will offer some suggestions for areas in which I hope this Committee can continue to be helpful in fostering better cooperation between industry and government in furthering the objectives of the Committee. It is our opinion that thanks in large measure to the work of this Committee, these problems are beginning to receive the attention they deserve.

Miles regards the problem of improved nutrition in America today as involving the improved delivery of nutrients of high quality to people in the most efficient, economical, and acceptable way. Stated another way, we regard the problem as one of delivering the proper balance of quality nutrients to people in forms which they can afford and will accept and consume and within which the nutrients will actually be available for their bodies' use.

Our efforts in this area currently rest primarily on two bases—the marketing of dietary supplements of vitamins and the development of textured vegetable protein foods through our Worthington Foods subsidiary. Thus, we are focusing our attention on delivering vitamins (micronutrients) as well as protein and calories (macronutrients).

VITAMIN SUPPLEMENTS

Miles began marketing dietary supplements of vitamins A and D during the early 1940's and as quickly as research and development made possible progressed to marketing a multivitamin supplement. At the present time, our product line includes One-A-Day Multiple Vitamins, Chocks and Flintstones children's chewable multiple vitamins, and variations of these products including iron.

These dietary supplements which are formulated with reference to the Recommended Dietary Allowances of the National Academy of Sciences—National

Research Council, are regarded by Miles and the FDA as "Foods for special dietary uses," not drugs. They are a safe, effective and highly economical source of the micronutrients they contain. Vitamins and minerals in pure form, as in a dietary supplement, are identical chemically and in physiological action to the vitamins and minerals contained in traditional foods. Indeed, in some instances they may be more available to the body when ingested in pure form. Routine consumption of dietary supplements formulated at the RDA level presents no risk of toxicity and, at a cost of only a few cents a day can insure the individual of a continued basic supply of all of the micronutrients in the supplement.

The scientific rationale and philosophy underlying these micronutrient supplement products is spelled out in some detail in my letter of January 24, 1963, to Senator McNamara, then Chairman of the Senate Special Committee on Aging. A copy of this letter is attached as Exhibit I. My article entitled "Wide Malnutrition in U.S. Underscores Improved Diet Need," which appeared in the *Journal of Commerce*, November 22, 1966, further expands these concepts. It is attached as Exhibit II.

Especially in the case of the financially underprivileged, but by no means limited to their needs, we believe that these micronutrient supplement products offer an immediate and midrange solution to an important dietary problem, a solution which has not even approached its proper potential. Obtaining from table foods adequate amounts of those vitamins which have been shown to be necessary to health requires careful and intelligent selection, preparation and consumption of foods. As demonstrated in well documented reports, the problem of proper food selection and intake is apparently difficult even for persons with effective freedom of choice among our country's wide variety of highly processed foods. The studies consistently show that large numbers of people fail to consume the recommended dietary allowances, or even ⅔ of the recommended dietary allowances, of essential vitamins in their ordinary diets.

During the hearing begun in 1968 by the Food and Drug Administration on "Foods for Special Dietary Uses," a tremendous amount of survey information was collected regarding the nutritional status of various population groups. In connection with these hearings, Miles requested Arthur D. Little, Inc. to conduct a literature search and analysis on the studies of nutritional status among United States population groups reported in scientific journals from 1950 through 1968. The purpose of this work was to pull together the large mass of pertinent data on the subject which had been gathered over the past two decades. The reviewers also sought to identify those sex, age, and socio-economic groups among which vitamins/minerals malnutrition was found to exist. This review was prepared by Thomas R. A. Davis, M.D., et al, and entitled "Review of Studies of Vitamin and Mineral Nutrition in the United States (1950–1968)." It was published in the fall, 1969 issue of the *Journal of Nutrition Education*. This review concluded that from 31% to 57% of all individuals examined had consumed diets which were not sufficient to furnish the recommended amount of the micronutrients considered: vitamin A, thiamine, riboflavin, niacin, vitamin C, calcium and iron. At the request of Senator Mondale, a summary of the data contained in this review (then unpublished) was made part of the record of the hearing of this Committee for January 28, 1969 (pp. 1056–1066). A full copy of the final review as published in the *Journal of Nutrition Education* is attached hereto as Exhibit III.

The findings contained in this survey are consistent with findings of government witnesses. For example, Dr Arnold E. Schaefer, Chief of the Department of Health, Education and Welfare's National Nutrition survey, reported to this Committee on April 27, 1970, that a high degree of malnutrition was found to be present among the sample population which had been analyzed. Also, June L. Kelsay of the Nutrition and Research Division of the Department of Agriculture prepared a document entitled, "A Compendium of Nutritional Status Studies and Dietary Evaluation Studies Conducted in the United States, 1957–1967." (Nutrition 99: 119 (1969)) This analysis of vitamin and mineral adequacy found that in the majority of studies subjects had a low intake of three or more nutrients (at pp. 136–137).

This and other survey information together with the combined experience of the witnesses who appeared in the FDA proceeding led more than a score of the experts to testify that there are substantial segments of the United States population who consume diets which do not provide them with adequate amounts of vitamins and minerals. During the spring of 1970, Miles sponsored the appearance of fifteen leading nutritionists and physicians before the FDA proceeding. Among these experts were included:

Jean Mayer, Ph.D., D.Sc., Professor of Nutrition at the School of Public Health Harvard University; Chairman of the White House Conference on Food, Nutrition and Health, December, 1969.

George M. Briggs, Ph.D.; Chairman of the Department of Nutritional Sciences, at the School of Public Health, University of California at Berkeley.

Robert E. Olson, Ph.D., M.D., Doisy Professor and Chairman of the Department of Biochemistry and Professor of Medicine, St. Louis University School of Medicine.

Walter B. Unglaub, M.D. (deceased), Professor of Nutrition and Director of the Nutrition Section of the School of Public Health and Tropical Medicine and Professor of Nutrition, School of Medicine, Tulane University; Louisiana Director of the National Nutrition Survey

Robert E. Cooke, M.D., Professor of Pediatrics, Johns Hopkins University Pediatrician in Chief of the Johns Hopkins Hospital

Ralph O. Wallerstein, M.D., Clinical Professor of Medicine at the University of California; Chief of Clinical Hematology at the San Francisco General Hospital; Chief of Staff at Children's Hospital in San Francisco.

These experts offered extensive, detailed testimony as to the need for and value of dietary supplements. By its extensive participation in these hearings, Miles assisted in bringing together in one record perhaps more information as to the vitamin and mineral nutritional status of our population than has ever before been assembled in one place. For the Committee's information, we have supplied to the staff several copies of those portions of Joint Proposed Findings jointly submitted by Miles and other industry participants which deal with the question of nutritional status.

Additional data supporting the need for and the value of vitamin supplements has been prepared for Miles by Dean Gamble, Ph. D., Manager, Scientific Information Services at Miles, and Joseph M. White, M.D., Medical and Nutritional Consultant. Their report, "Vitamins/Minerals in Traditional Foods and Dietary Supplements" dated October 21, 1966 clearly shows that multivitamin supplements are a far more economical source of micronutrients than any food and are the most efficient and inexpensive way to meet dietary inadequacies. A copy of their report is attached as Exhibit IV.

VITAMIN SUPPLEMENTS FOR THE DISADVANTAGED

These nutritional problems are obviously magnified for the poor, such as the three million Americans who are still receiving their food through the Department of Agriculture's Commodity Distribution Program, and the children participating in the School Lunch Program, who receive one good, well-balanced meal on the days when they are at school, but whose parents may well lack the knowledge or financial ability or, sadly, too often the initiative to provide them with comparable meals at home.

For these people, the availability of a rationally formulated, low cost vitamin supplement will provide the most efficient and economical way of delivering these micronutrients at least until such time as we have reached that ideal state where *all* our population has sufficient resources to purchase table foods without economic restraint, *all* are educated as to the necessity for proper selection, preparation and consumption of a varied diet—and perhaps most difficult, are willing to do so!

As a specific illustration, consider the school lunch program. The basis of this program, the Type A lunch, is designed to provide only about one-third of the recommended daily allowances of the essential vitamins. The children receiving these lunches are in school at most 5 days a week through 9 months of the year. Moreover, there is no guarantee either that the food in the Type A lunch will reach the table with the vitamin content still intact, or that the children will eat all of the food in the lunch once it is on their plates. It seems obvious that the lunch program as it is now constituted cannot alone insure adequate vitamin intake by the children participating in it.

This problem is certainly not alleviated by the failure thus far to adopt the White House Conference recommendation that the policy of the National School Lunch Act should be changed so that the school lunch program is not "required to work around surplus commodities." Surplus agricultural commodities provide no rational nutritive balance nor are they intended to do so.

Thus a policy of using the school lunch program in part to benefit the agricultural economy is not necessarily consistent with finding the best way to deliver the proper balance of nutrients to the children.

As a supplement to the Type A lunch, a vitamin supplement could easily and cheaply be supplied which could guarantee delivery to the children of not just one-third, but rather 100% of the essential vitamins which they need. Thus, if the rest of their diet supplied adequate protein and calories, we could be a great deal surer than we now are that these children are adequately nourished.

In connection with the preparation of this testimony, Miles has calculated that it could easily prepare and furnish a flavored chewable vitamin supplement containing 100% of the recommended dietary allowances of all ten essential vitamins, plus the full iron allowance packaged on a bulk basis to school lunch programs at an extremely low cost. A large portion of the recommended daily allowance of the mineral calcium, as well 100% of the allowance of various other trace minerals could also be incorporated in the produce without significantly increasing the cost.

Our experience is that these convenient, candy-flavored supplements are readily accepted by the children. There is no doubt that the micronutrients in this supplement form are in fact biologically available to nourish the children who consume them. Further, by using the supplements to assure micronutrient intake, meal planners would gain economic flexibility such that more than 95% of the hard pressed budget could be made available for such expensive dietary content as the extremely important need for quality protein in growing children.

We realize that there may be difficulties in incorporating micronutrient supplements in the school lunch program. Nevertheless, we hope that this Committee will seriously consider the potential value of such supplements to insure adequate vitamin and mineral intake in connection with the school lunch program; we stand ready to cooperate with this Committee and with responsible government agencies on the federal, state and local level to implement it.

In the area of direct efforts with the disadvantaged:

(*a*) Miles has long been donating vitamin/mineral supplements to the nutritionists at Charity Hospital in New Orleans.

(*b*) In 1969 Miles approached the Office of Economic Opportunity hoping to initiate pilot projects conducted at our expense to evaluate the acceptability and effectiveness of dietary supplements in public assistance programs. Our overtures were favorably received by OEO headquarters personnel but were informed that OEO was not able to distribute supplements even if they were provided on a no cost basis. We were, however, given lists of local centers and told that we could approach these on an individual basis if we so desired.

(*c*) Subsequently, we met with representatives of the Martin Luther King Jr. Child-Parent Center in Baltimore, Maryland, and established a program under which multiple vitamin plus iron supplements are distributed through the center. The supplements have been so well accepted by the participants that the program has been expanded to cover the entire households of these participants.

(*d*) On the basis of these reports, we have moved to establish an additional program in Minnesota.

(*e*) In West Virginia, we have agreed with the Southern West Virginia Regional Health Council to donate supplements to their Appalachian Operation Health program for distribution in Well Child Clinics, and Maternal and Child Health Clinics.

(*f*) Having learned of interests in distributing vitamin supplements to people receiving surplus agricultural products in the area around Cumberland, Maine, our medical and nutritional consultant, Dr. Joseph M. White, has contacted the Rural Council for Community Action, Inc. to offer them Miles' cooperation by donating vitamin/mineral supplements for their use on a pilot-program basis.

(*g*) Dr. White is also exploring the possibility of developing a Miles' sponsored test program of supplementing school lunches.

TEXTURED VEGETABLE PROTEIN FOODS

Turning to another major area of nutritional competence, textured vegetable protein is a most exciting new food source development for the improvement of world nutrition. These new foods offer major advantage in nutrition planning on a mass scale to supplement conventional protein food sources. They can be manufactured in a highly palatable meat analog and meat extender form with nutritional quality certainly equal to and in some respects even superior to that of meat, made available at substantially lower cost than animal protein. It is absolutely clear to Miles that textured protein must and will become an important protein source food in the United States as well as throughout the world, but that the length of time which will be required for these foods to come into large scale use, thereby adding a significant new tool for betterment of world nutrition, can be substantially foreshortened by more enlightened regulatory policy. It is our hope that the work and influence of this Committee will be a major factor in the achievement of this goal.

Worthington Foods, Inc., a subsidiary of Miles, of Worthington, Ohio, has been and is a pioneer in the development and marketing of textured vegetable protein foods. Worthington has over a number of years developed highly sophisticated manufacturing technology in textured protein foods which until recently have been marketed primarily as meat analog products to a religious group that does not eat meat. Now as part of Miles, Worthington technology with the help of Miles' technological and marketing resources is being applied to the further development and larger scale marketing of over 50 textured protein products.

As prerequisite to a discussion of the role of textured protein foods in world nutrition, it is first necessary to outline their basic characteristics. Various vegetable proteins, such as that of cotton seed and peanuts can be used as raw materials, although most textured proteins available today are manufactured from soy protein. Basic manufacturing techniques used by textured protein manufacturers consist of extraction of protein from various sources which is then further processed into spun protein filaments or extruded into textured particles. It is the spun protein process which is used primarily by Worthington.

Protein isolate manufactured by these techniques is the basic building block used in textured protein food to which other proteins are added, using specialized manufacturing knowledge and techniques. The finished product used in textured protein products such as Miles' extender can best be viewed as "fabricated" or "engineered" food composed of many elements which together are the equivalent of animal source protein, with all the amino acid components considered by the National Academy of Sciences/National Research Council as essential.

It is important to realize that these foods can be and are "engineered" into an almost complete spectrum of the characteristics of conventional foods. Texture, shape, mouth feel, flavor and color—the basic components of food appeal—can be essentially duplicated. Manufacture of vegetable protein foods which will satisfy the human palate in terms of the organoleptic characteristics of conventional foods involves much more than flavoring and food color; the ability to impart food texture, shape and mouth feed of conventional food is a prerequisite to consumer acceptance. A bacon-like garnish without the "crunch" of bacon would not have much appeal! It is this technology, together with our flavoring and protein isolate production techniques which makes textured proteins viable as a significant quality protein source food.

The protein level as well as that of the other basic nutrients, carbohydrates, fat, vitamins and minerals of our extender products are precisely controlled and are set at levels consistent with good nutrition. The protein, carbohydrate, vitamins and minerals in textured protein extenders are comparable to those of meat. By controlled use of fat and of vegetable oils which are polyunsaturated, the finished extender is completely free of cholesterol and reduced in calories. With presently existing technology, textured protein can be manufactured with low bacterial count and low enzyme levels thus prolonging the period of shelf life without storage.

Meat patties containing 20% and more of Miles' textured protein extender blended with ground beef are virtually indistinguishable from an ordinary hamburger and possess distinctively superior nutritional characteristics. For example, protein content of the Miles' beef-like granule extender is approximately 20 grams in each 100-gram portion (measured in the finished food, ready for consumption). No more than this, actually about 18 grams of protein are contained in 100 grams of regular hamburger. (Composition of Foods, United States Department of Agriculture Handbook No. 8, p. 15, Item 369.) Both contain all essential amino acids and, as previously stated, Miles' extender is reduced in total fat and contains no cholesterol whatsoever. A pound of ground beef supplying 90 grams of protein presently costs about 66 cents at wholesale according to the *Journal of*

Commerce, February 18, 1971, whereas Miles' beef-like granule extender supplying the same amount of protein would cost at wholesale about 20 cents. Similar economies can be obtained from other textured protein products and as the world's population increases and demand for protein continues to grow, this differential will surely become more pronounced.

Land area available for planting grain will continue to decrease as the result of urbanization. This will increase the need to devote farm land and labor to their most efficient use. Significantly, the conversion of vegetable protein into textured protein foods suitable for consumption is far more efficient than conversion into animal protein. A grazed acre of land can produce 43 pounds of animal protein, but if the same acre is planted to soy beans for use in textured protein food, it will yield about 450 pounds of vegetable protein. (Altschul, Aaron M. "Proteins—Their Chemistry and Politics") (Basic Books, Inc., New York, 1965 p. 263.)

During the past two decades, the cost of soy protein, the leading textured protein source, has increased only slightly and there is no reason to expect that this pattern will change dramatically in the future. In fact, as larger and larger volumes of textured protein are manufactured, economies of scale can be expected approximately to offset any increases in the vegetable source material.

Along with the micronutrient supplementation program recommended in the earlier portion of this statement, I believe that our textured protein meat analogs and meat extenders can also make an important contribution to school lunch programs. Some of our products are presently being studied by Rutgers University in a school lunch evaluation program sponsored by the Department of Agriculture and the Office of Economic Opportunity. This study is being conducted to determine those new foods that can provide high nutrition at low cost and with acceptable palatability for use in school lunch programs. The results of an initial review of our products have been most favorable and we anticipate that intensive in-school testing will shortly commence. A summary of the Rutgers program is attached as Exhibit V.

Development of a high protein flavored drink has recently been completed and has just been submitted to Rutgers University for evaluation. With presently existing technology, beverages with acceptability on a level with that of popular soft drinks and containing protein approximately equal to that of cow's milk can be manufactured.

DETERRENTS TO OPTIMUM USE OF VITAMIN SUPPLEMENTS AND TEXTURED VEGETABLE PROTEIN FOODS

Presently, the effective use of the products I have described to attack nutritional problems is impeded by various factors.

First, as to micronutrient supplements, there has traditionally been a complacent feeling about nutrition in this country, based on the misconception that the so-called "average American diet" in this land of plenty will automatically take care of all nutritional problems. In fact, this Committee, and the National Nutrition Survey have established that malnutrition in this country is widespread. Largely contributing to this is the serious lack and need for basic education at the grade school level in modern concepts of nutritional hygiene. Continuation of this Committee's work to support such programs of education and to inform the nation of these facts is of vital importance.

A further handicap has been the failure, illustrated by my correspondence with the Special Committee on Aging and more recently by the Food and Drug Administration's Special Dietary Food regulations, to distinguish between dietary supplements offered to insure adequate vitamin and mineral intake and various ill conceived products which have appeared on the market for all sorts of irrational uses pretending a virtue from their vitamin content which they never had. In the case of FDA, this failure was evidenced in the proposed and still pending regulations which would have required deprecatory labeling statements on supplemental vitamin preparations and would have seriously impeded, if not prevented, the important contribution to be made by truthful and informative advertising explaining the need for and value of such products.

More recently, in the 1970 followup to the White House Conference, the Federal Trade Commission made much of its increased effort to monitor and censure nutritional advertising. We hope that awareness and understanding of the need for and usefulness of vitamin-mineral supplements will lead to a rational attitude toward attempts to encourage their widespread use. It would be most ironic if the advertising of these products which are among the most nutritionally valuable of the foods advertised to consumers, were singled out for special restrictions, based on a misunderstanding of the facts about them.

Although the nutritional and economic advantages of textured protein foods are beginning to be recognized, regulatory opposition to the use of textured protein other than as specialty products for very limited population segments still exists; this opposition is based largely on a lack of awareness of the advantages of this new food. The packing and sale of meat products is governed by a complex overlay of regulatory frameworks beginning with the United States Department of Agriculture which sets rigorous standards for meats and meat products and continuing through state, county and city regulatory agencies. Miles applauds the outstanding contribution of the Department of Agriculture and of regulatory officials at the state and local levels over the years in maintaining the high quality of meat products in this country by their comprehensive inspection of meat and enforcement of wholesome meat standards. A distinction must be made, however, between the entirely legitimate control of the amounts of less nutritious and otherwise undesirable meat fillers allowed as components of meat products and the use of highly nutritious textured protein meat extenders. Perhaps, largely because many regulatory officials have yet to gain familiarity with the characteristics of textured protein foods such as those we manufacture, these products are too often regarded as economic adulterants in the same category as traditional meat fillers.

The combination of meat and non-meat proteins, often characterized as "mixed protein systems," do not appear at present to be regarded with favor by those USDA officials concerned with meat regulations. While the value of textured protein foods is beginning to be recognized in USDA sponsored school lunch programs and we understand will be incorporated in proposed standards for the school lunch programs soon to be issued, Department standards for meats and meat foods still restrict textured products to the low levels traditionally allowed (usually 2 or 3%) for meat fillers. The Department has recently proposed a Definition and Standard of Composition and Labeling of Meat Patties and Mixes which provides that Meat Patties cannot contain more than 2% textured vegetable protein in combination with meat such as ground beef unless a completely unacceptable product description is used. In response, the National Soy Bean Processors Association has requested substantial revision of this proposal to allow use of textured protein extenders at up to a 10% level on a dry basis (which may be hydrated by not more than three times its weight in water). By failing to appreciate the distinction between the traditional non-nutritive filler and the more nutritious lower cost and highly palatable vegetable protein extenders, consumers anxious to stretch their protein food dollar are deprived of the considerable advantages of these new food extenders.

It is our firm belief that a first and most important step to foster the wider use of nutritious meat extenders is to ensure that all applicable federal regulatory policy be based without prejudice on an objective evaluation of the nutritional value and other benefits of extender products. Clearly written federal regulatory policy placing products such as textured protein meat extenders in their correct nutritional position will provide clear direction and guidance both at the federal level and for state and local authorities as well, for guidance in the development of their own regulatory policies. The New Foods Panel of the White House Conference on Food, Nutrition and Health recognized that inconsistent regulatory requirements and the multiplicity of regulatory agencies results in artificial barriers that can interfere with the public interest and hinder the development of new foods. In an attempt to deal with this situation, this Panel recommended a single code of regulatory requirements which should be developed by the Federal Government and could be adopted on a uniform basis throughout the country. Appropriate federal legislation was also suggested. (See Final Report to the President from the White House Conference on Foods, Nutrition and Health, Report of Panel III-2 New Foods, Recommendation No. 8.) We support this recommendation and urge this Committee to continue to play an active role in working for its implementation.

Miles and Worthington have played an active role in an ad hoc committee of textured protein manufacturers which has recently completed more than two years of work with the Food and Drug Administration in the development of a textured protein food standard. This standard was published by FDA in December of 1970. If adopted in its present form, it represents a significant milestone in establishment of federal policy for this new food and for the first time will enable textured protein meat analogs to be marketed on their own merits as separate and distinct food entities. Previously, legal issues regarding traditional "imitation food" labeling provisions of the Federal Food, Drug and Cosmetic Act clouded the future of these meat analogs. However, close industry-FDA cooperation with the assistance and advice of the National Academy of Sciences/National Research Council has now led to the administrative solution of this problem. It is noteworthy that the new standard would establish rigorous uniform requirements for protein quantity and quality at levels comparable with meats and enable micronutrient supplementation appropriate to meat replacement and extender products. While the promulgation of this new standard for textured protein foods will encourage more widespread usage of such new protein food source, it will not regulate the use of textured protein as extenders in meat inasmuch as this is under the authority of the Department of Agriculture. It is our hope that this Committee will provide needed leadership to foster administrative coordination in government agencies as exemplified in this incident.

It is often overlooked that authoritative federal policy in regulating composition of meat products comes to be reflected in regulatory attitudes of state and local officials. Until these policies become uniform, the widespread usage necessary to take full advantage of these advantageous new developments which could be of benefit in providing lower cost protein in traditional food forms will not occur.

NUTRITION EDUCATION

Among numerous activities in the area of nutrition education:

(*a*) Miles suggested and partially funded a chair in Human Nutrition at the Johns Hopkins University School of Public Health. This chair is presently occupied by Professor George C. Graham, who also is an Associate Professor of Pediatrics at the Johns Hopkins School of Medicine.

(*b*) In respect to the general public, Miles has during the last two years used mass media promotion to popularize Flintstones children's chewable dietary supplements. Through this program, and parallel ones of our competitors, there has been a substantial increase in the overall consumption of children's dietary supplements. We feel this represents a significant step toward guaranteeing that children in the age group from 2 to 12—a group noted in Recommendation 6 of White House Conference Technical Panel I-3 as meriting priority attention—are receiving adequate amounts of vitamins and iron. Our experience has been that advertising directed primarily to parents is not as effective in motivating them to use the products.

(*c*) For the future, we are now reviewing the advertising of our children's supplements to see if such advertising can be used more effectively to contribute to better nutrition education. We and our advertising agency are consulting with leading nutritionists and educators in an attempt to produce something worthwhile in this area. We recognize that advertising messages cannot substitute for a sound grounding in basic biology which must ultimately come from improved courses in the hygiene of nutrition in our schools, especially at the grade school level. Nevertheless we share the hope which Chairman McGovern expressed in the 1969 hearings of this Committee that we can "tap that advertising resource as a nutritional educational tool." (Vol. 13c, p. 4629)

SUGGESTIONS AS TO FUTURE WORK OF THIS COMMITTEE

As a company vitally concerned with improving the nutrition of the American people, Miles wholeheartedly supports the continued work of this Committee. As we see it, the following are some of the areas in which the continued interest of this Committee is essential:

1. Serving as a watchdog over the still largely uncoordinated range of nutrition-related matters in which this Committee originally sparked an interest and which were further dealt with by the White House Conference on Food, Nutrition and Health;
2. Insuring that the valuable data collected by the National Nutrition Survey is finalized and published and a systematic program of nutritional surveillance of our population continued;
3. Stimulating increased interest in improved nutrition education; and
4. Resolving the legal and administrative problems which are presently inhibiting the full use of industry's abilities to deliver nutrients to the American people.

CONCLUSION

Nothing I have said should be regarded as blunting the need for people to obtain as good and varied a diet of high quality table foods as they can. Miles recognizes that good nutrition now and for the foreseeable future depends primarily on these foods. What we can provide and what we most earnestly believe is needed is an economical way to augment the supply of good quality protein and to assure adequate vitamin intake, both at lower cost to the consumer.

I reiterate my suggestion for the possible use of vitamin supplements in the school lunch program and Miles' offer to use its considerable experience and already achieved competence to cooperate with this Committee and responsible government agencies to implement such a program if desired.

I appreciate this opportunity to inform the Committee concerning Miles' efforts and capabilities in nutrition and thank you for inviting me to appear.

EXHIBIT I

MILES LABORATORIES, INC.,
Elkhart, Ind., January 24, 1963.

Hon. PATRICK V. MCNAMARA,
Chairman, Special Committee on Aging,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR MCNAMARA: As an officer of one of the Nation's leading producers of drug and pharmaceutical products, I am taking this opportunity to bring to the attention of you and your Committee certain facts and observations. They have a direct bearing on your Committee's recent hearing on the problems of the aging; I refer particularly to the area of fraud and deception which has been practiced upon the aged and gullible by unscrupulous opportunists. These additional facts deal with dietary problems especially involving the over-60 population of the United States. They are of public record but apparently have not been brought to the attention of you and your Committee.

We are pleased that there is an active Congressional Committee such as the Senate Special Committee on Aging taking, under your direction, interest in this very important social problem. It is a problem which has been with us for years and has long needed attention. We heartily endorse the exposure and the publicity you have been able to give to proved medical hoaxes and the frauds and deceits of other kinds as well.

I note, however, in the interpretation in the press a lack of differentiation between the exposure of the charlatan and these areas where there is an honest difference of opinion, even among professional experts, particularly as to the need for vitamins to supplement those taken through the food each of us ordinarily consumes. This is capable of creating a serious misinterpretation by the public which I do not believe you or the Committee intends. It concerns me personally both as a citizen and a doctor of medicine and as an official of a firm that is recommending and distributing multiple vitamin tablets to the public.

May I introduce myself. I am Executive Vice President of Miles Laboratories, Inc., Elkhart, Indiana, pharmaceutical and chemical manufacturer, established in 1884. My medical degree was obtained at Harvard University Medical School in 1937. I am a Vice President and Chairman of the Executive Committee of the National Vitamin Foundation, a member of the American Medical Association, Indiana State Medical Association, Elkhart County Medical Society, the American Association for the Advancement of Science, the Parenteral Drug Association and the New York Academy of Science. I am also a Vice President, past President, of the Elkhart County Health Foundation and Chairman of the Planning Committee of Oaklawn Psychiatric Center of Elkhart. I am currently chairing a newly formed Committee in our county for the remedy of racial discrimination in housing.

My associates here at Miles and throughout the pharmaceutical industry were shocked last week to read newspaper reports of certain sweeping testimony before your committee, in which "nearly every distributor of vitamins" was accused of foisting "the most lucrative deception" on the American public. This is being misinterpreted by the public as they read and heard the news reports as condemning all vitamin manufacturers and distributors as well as the products themselves. Senator Williams' statement in the Committee on January 17 well exemplifies this. This will raise grave doubts in the public mind regarding manufacturers of unquestionable integrity.

It is the purpose of my letter to enter in the record certain basic facts concerning vitamin products and valid reasons why such vitamins are an essential supplement to the diet of aging persons . . . in fact, of all age groups. In doing so I well recognize that this is in part in direct contradiction to the testimony of the highly qualified expert witnesses who have appeared before you.

Generally speaking, there are three types of vitamin products:

1. Therapeutic, high-dosage vitamins which are usually recommended by the physician or prescribed to treat specific identifiable deficiencies.
2. Supplemental multiple vitamins usually in tablet or capsule form which supply all of the vitamins and in quantities essential to an individual's remaining in normal health. These are for people who for various reasons want to insure their vitamin intake to prevent possible ill health through vitamin shortages that otherwise might be expected to occur.
3. The supplemental vitamins used as additives to bread, cereal and other foods and to "health foods", especially those used for weight reduction.

There are as well, unfortunately, a various multitude of products, which attempt to hang on the magic of the word vitamin all varieties of spurious and imaginary benefits wholly unrelated to the normal and proper important position of these substances in normal nutrition.

It is the second category—the supplementary multiple vitamin products—that we are concerned about in this message to you.

We do not take issue with testimony before this Committee which attacks, as well it might and should, those purveyors of vitamin products which purport to treat all manner of real or imaginary ills from senility to impotence. Vitamins are neither a cure-all nor any form of magic pep pill. But, they are absolutely essential articles of the diet without which, in adequate quantities, illness and even death are certain, an inadequacy of which the individual has no warning signal through hunger as he does for example for salt or water.

In any consideration of multiple vitamin consumption it is particularly important to realize that this health habit is not the result of a sudden fad. It is grounded in research done by medical and nutritional authorities over a period of years . . . research conducted in all parts of the nation and among subjects in all walks of life. Much of these statistics on American diet habits have been provided by the U.S. Department of Agriculture. It is not our purpose in this letter to enumerate or document the substantial body of knowledge that has been accumulated by scientists in this field. These pertinent authoritative materials are available and can be further supplied for the record of your Committee.

The following points summarize as briefly as possible the major reasons why our company and other reputable pharmaceutical firms serve the public by recommending for their use and marketing multiple vitamin preparations.

> With more freedom of choice than in any other country, Americans have many and varied eating habits. In addition to personal preferences, many other factors beyond our control affect what, when and how much we eat. These include age, sex, psychological, physiological, medical, economic, geographic, vocation factors as well as those of local tradition and custom. It is true that all the individual vitamins are present in food that is available for most persons to eat. However, it is also true that there is no such thing as a single standard diet for everyone. One report of a nutritional study to which we will refer later, made on aging people, appeared in the June, 1962 issue of Modern Medicine Topics and was entitled "The Myth of the Well-Balanced Diet."
>
> The large quantities of multiple and special vitamin preparations which physicians find it necessary to prescribe provide evidence that vitamin deficiencies occur despite the high American standard of living and the availability of a "well-balanced diet."
>
> There are no warning hunger signals by which an individual can tell he is not getting enough of the individual vitamins.
>
> A relative absence from the diet or inadequacy of any one of the vitamins produces a type of illness which is exceedingly difficult to diagnose until it has become very severe.
>
> Even the diagnosis, because of its insidious onset, is apt to escape recognition both by the individual and by his doctor.

> Treatment of such a deficiency state is difficult and often complicated by other forms of illness to which the individual, especially among the aging, has thereby been exposed.
>
> In contrast the supply at a cost of less than a few cents a day of a good quality multiple vitamin supplement will wholly insure that the individual has an adequate supply of vitamins.
>
> If at one time or another it happens that one or another or even all of the vitamins in the supplement are not just at that period necessary, no harm whatsoever can result to the individual except the economic loss of some part of the few pennies invested. It may be added that a supplemental formula designed for general use, as is true with ours, itself provides significant economy since it can, of course, be manufactured and distributed more economically than can be several specialized formulas designed for specific purposes.

With specific reference to diet deficiencies in aging people, may I call your attention to a significant research project reported in the March, 1962, issue of American Journal of Clinical Nutrition. The report, entitled "The Nutrition of a group of Apparently Healthy Aging Persons" describes the results of a study made at the Age Center of New England, Inc., Boston, Massachusetts. The study was sponsored by grants from the U.S. Public Health Service and from the National Vitamin Foundation.

The findings of this research report were based upon the measurement of the daily intake of protein, vitamins and minerals of 104 subjects at the Age Center. The results of the study showed that except for supplementation taken by the majority of these subjects there were marked deficiencies of intake of Vitamin A, thiamine (B^1), riboflavin (B^2), niacin and ascorbic acid (Vit. C) as well as certain minerals.

A facsimile copy of this report as published is attached. The authors are Charles S. Davidson, M.D., Jane Livermore, B.S., R.N., Patricia Anderson, B.S. and Seymour Kaufman, M.D.

It is in recognition of the above facts that our company believes that it serves the public interest in producing high quality multiple vitamin products for children and adults. The development of these products has been based upon sound scientific research. We do not advertise them as cure-alls, panaceas or as the answer to all health or nutritional problems.

Our company takes pride in its products and in its mission to serve health needs of people in more than one hundred nations throughout the world. We shall continue our efforts to insure high standards of quality in our products and integrity in their advertising.

Our greatest concern at this point is to state as emphatically as possible that the fragmentary information about multiple vitamins that has been brought out in statements by witnesses before this committee has been, and will be misinterpreted by the public. It will be our intention to try to help to correct these and any further misinterpretations.

Your consideration is greatly appreciated.

Sincerely yours,

WALTER A. COMPTON, M.D.,
Executive Vice President.

Exhibit II

[From the Journal of Commerce, Nov. 22, 1966]

WIDE MALNUTRITION IN U.S. UNDERSCORES IMPROVED DIET NEED

(By W. A. Compton, M.D., President and Chief Executive Officer
Miles Laboratories, Inc.)

Anyone with enough determination to grope through the confusion obscuring contemporary American dietary habits is bound to stumble over a paradox: Despite the overwhelming abundance of food in this country, many people at every economic level are suffering from malnutrition.

The forms taken by malnutrition can be surprising too. Superficially, one wouldn't think of inadequate nutrition in connection with the overweight. However, it is a fact, according to leading nutrition authorities that obesity is the commonest instance of malnutrition among Americans.

WEIGHT WITHOUT BALANCE

Obesity may be due to an overspecialized diet, heavy in the so-called empty calories from foods with high caloric, but little or no other, nutritional value, such as alcoholic beverages. Daily vitamin and mineral supplements have been recommended as the simplest way of ensuring proper nourishment for the obese during their reducing period when they must consume fewer calories every day than they burn up. Once they have reached desirable body weight, however, they must then learn to live with a diet which is in nutritional balance with their needs.

It is entirely possible to eat enough food to satisfy the appetite and fail to get all the nutrients needed for good health. Although we should select enough of the proper foods that provide all the necessary nutrients, too many of us do not, for all sorts of reasons. Teenagers who live on french fried potatoes, pizzas, candy and soft drinks, older people who have lost interest in eating, businessmen who rush to the office without breakfast, members of ethnic groups whose diets are unbalanced because of tradition, and people afflicted with a sweet tooth all risk malnutrition.

Numerous studies have shown that essential vitamins and minerals are lacking in many diets, and for good reason. As a group, these nutrients are found abundantly in some foods, but in small quantities, or not at all in others. Moreover, the nutritive makeup of a given food may not be consistent, due to variations used in seed, soil conditions, cultivation and harvesting and the destructive effects of storage, processing and cooking. In fact, there is still a great need to study the amount of various nutrients actually available by the time food reaches the table.

Finally, the key factor is the individual. What does he select? How much of what he selects does he actually eat? How efficiently does his system utilize what he eats? And, does what he eats fulfill his needs?

Confronted with all these variables, the average person cannot be certain that he is meeting his dietary requirements regularly.

WHY VITAMINS, MINERALS?

The role of vitamins in body chemistry is complex and critical. Vitamins are needed both for the production of sufficient enzyme materials and as enzyme helpers. Some vitamins are essential for growth and development, and others are needed for the proper use of our food.

The body does not produce vitamins, so they must be taken in from the outside. Some vitamins can be stored in the body for subsequent use; others cannot. Ultimately, inadequate vitamin intake can lead to vitamin deficiency which may cause health problems requiring medical diagnosis and attention.

Fortunately, the American diet has improved so greatly during the past half century that certain diseases due to vitamin deficiency—for example, pellagra—have virtually disappeared. Others, such as scurvy and rickets, still do occur in some areas of the country. But these extreme examples of deficiency only point up the far more common situation of inadequate vitamin intake of a milder degree which may be disguised by apparent health and normal body weight.

Minerals also function in enzyme systems as well as being building blocks in the body's tissues, for example, calcium in bone, iron in blood. Mineral deficiencies are not uncommon among otherwise healthy segments of the population.

Anemia due to lack of available iron in the diet, for example, is the most common deficiency disease in this country. Iron balance is precarious indeed for infants, growing children, adolescents, and females during pregnancy and menstruation, according to a recent study of experts in iron metabolism. Some authorities, in fact say that iron supplementation should be mandatory for females of childbearing age.

Other studies point up such mineral deficiencies as evidenced by the continued prevalence of goiter due to low iodine content of soil and water in certain geographic areas.

DIET OFTEN INADEQUATE

The history of nutrition improvement in the United States by means of food fortification, enrichment and finally vitamin and mineral supplementation has been marked by growing awareness on the part of nutritional experts that there is a wide gap between the food people actually eat as opposed to what they should eat.

At the beginning of World War II, it became evident that the nutritional status of the country as a whole was only adequate, and that sizable segments of the population were either deprived of vitamins and minerals or even ill with vitamin deficiencies. Through the efforts of the National Research Council and its Food and Nutrition Board, a food enrichment program was developed. Food enrichment, in this sense, involves returning only those nutrients to a food that have been lost in processing.

This effort was directed mainly toward certain staple, inexpensive, high-caloric foodstuffs (chiefly flour) which were major items in the diet of poor people. Later, some foods were "fortified" by the addition of nutrients not naturally present or present only in small quantities. Thus, for example, milk, by the addition of certain vitamins, has been made more nearly a complete food.

Meanwhile, the Food and Nutrition Board established values for certain nutrients, including vitamins and minerals, designed as a guide for food planning for large population groups. These values have come to be known as "Recommended Dietary Allowances" (RDA's).

Another milestone in nutritional progress was marked by the introduction of the concept of supplementation; supplements supply the daily requirement of certain vitamins and/or minerals in a convenient form, for example a pill, powder, tablet or liquid. It suffers from none of the variables such as are involved in getting food to the table. Additionally, the supplement is independent of foods and, therefore, of calories, a factor of major importance to dieters. Vitamin-mineral supplements are not magic pills or cure-alls, but they can and do play an important role in maintaining the health of the nation.

Controversy Develops

Like any other historical process, the progress of vitamin and mineral supplementation and its acceptance by regulatory agencies, the medical profession and the general public does not proceed without controversy.

Currently, scientific experts, medical groups, another government agency, the pharmaceutical industry and its trade associations have taken issue with the Food and Drug Administration's new regulations regarding supplements. The FDA would require the following statement on the label of vitamin-mineral supplements:

"Vitamins and minerals are supplied in abundant amounts by the foods we eat. The Food and Nutrition Board of the National Research Council recommends that dietary needs be satisfied by foods. Except for persons with special medical needs, there is no scientific basis for recommending routine use of dietary supplements."

This FDA label statement has been based upon the false premise of an "average American diet," arrived at by dividing the total foodstuffs consumed in this country by the total population. Such an "average" diet does not exist, is not practical, nor would it be acceptable. With more freedom of choice than in any other country, Americans as a whole do not understand, much less conform to, the rules of good nutrition.

The RDA's of the Food and Nutrition Board are clearly a recognition by the scientific community of the need for adequate vitamin and mineral intake. It is important to note that the FDA has not and certainly could not challenge the need—and in its Regulations has actually adopted the substance of the RDA requirements. In this respect, the current controversy then is reduced to the narrow ground of whether the consumer can practically and does in fact obtain his necessary intake of vitamins and minerals from his diet, and, equally necessary, whether he can be certain or can be assured by others that this is so on a day in and day out basis.

FDA LABEL MISLEADING

Dr. W. H. Sebrill, Jr., Director of Columbia University's Institute of Nutritional Sciences, a Chairman of the National Research Council—Food and Nutrition Board's Committee on Recommended Dietary Allowances, has called the label statement "objectionable and misleading," a viewpoint shared by most nutritional and medical authorities as well as some government officials.

George Mehren, Assistant Secretary of Agriculture, said that the statement is inaccurate, adding, "It will give the consumer a false sense of security that, regardless of his food habits, he will have an adequate diet."

He further cites the most recent nationwide survey indicating that "48 per cent of households have diets that do not fully meet the NAS–NRC recommended dietary allowances in one or more nutrients."

At stake in this controversy are the results of long years of research devoted to improving American health. The FDA stand that "vitamins and minerals are supplied in abundant amounts by the foods we eat" confuses what we might eat with what we do eat. It is vital to the public interest that this error does not reverse the painstaking progress made in nutritional insurance through supplementation with vitamin-mineral preparations.

Supplements are insurance against inadequate consumption of vitamins and minerals. It would be ideal to pinpoint supplementation to those individuals who specifically need it—and then only at the time when the need exists—this is neither practical nor economical. To accomplish such a program, dietary histories, clinical examinations, and biochemical tests would have to be run on every man, woman and child—not once but every time there was an appreciable change in menu or conditions. The surest and least expensive alternative is simply the use of vitamin and mineral supplements every day. Any opponent of this concept must be prepared to propose an alternative which is superior—none has been forthcoming.

Supplementation may be a forerunner of broader nutritional progress for the entire world. Malthus' dire predictions about world population outrunning the food supply are liable to be confirmed in the foreseeable future, and the time may come when many people may have to obtain their total nutrition in forms unlike foods as we know them today.

However unappetizing a prospect this may be, its rationale will be similar to that of present-day vitamin and mineral supplementation—supplying necessary nutrients in a reliable, economical, available form to people who want them.

ERRATA SHEET FOR REVIEW OF STUDIES OF VITAMIN AND MINERAL NUTRITION IN THE UNITED STATES (1950–1968)

(By Thomas R. A. Davis, Stanley N. Gershoff, and Dean F. Gamble, Journal of Nutrition Education, vol. 1, No. 2, supp. 1 (1969))

Page 39, Table of Contents, under Results the discussion of Income Differences begins on Page 48, rather than on 47 as indicated.

Page 43, Figure 3, the first age group, at the top of the figure, should be "1–12 yrs," rather than "12–15 yrs" as indicated.

Page 46, in the last sentence of the paragraph which begins on page 45, it should read "between 3 and 24 per cent" rather than "between 3 and 34 per cent."

Page 46, Figure 4, caption should read "intakes of seven nutrients" rather than intakes of six nutrients.

Page 51, in text in the second full paragraph on the page Figures 2, 4, 5 are cited. These should be Figures 2, 5, 6, 7.

Page 51, first full paragraph in the middle column of text cities Figure 2, which ought to be capitalized.

Page 51, first full paragraph in the middle column, the text cites Figure 5. It should cite Figure 7.

Page 51, first full paragraph in the right hand column, the text cites Figure 4, in the sixth line of the paragraph. It should be Figure 5.

Page 51, first full paragraph in the right hand column, the text cites Figure 9. It should be Figure 6.

Page 51, first full paragraph in the right hand column, the last line of the paragraph cites Figure 4. It should be Figure 5.

Page 52, in the right hand column in the paragraph which begins at the bottom of the page, the text cites Figure 7. It should be Figure 9.

EXHIBIT III

Journal of
NUTRITION EDUCATION

REVIEW OF STUDIES OF VITAMIN AND MINERAL NUTRITION IN THE UNITED STATES (1950-1968)

VOL. 1, NO. 2, SUPPLEMENT 1 FALL, 1969

THE SOCIETY FOR NUTRITION EDUCATION

. . . was incorporated in June, 1968, as a non-profit organization to publish the Journal of Nutrition Education. Prior to establishment of the Society, the need for developing the journal was crystallized at a meeting in Berkeley, Calif., in October, 1966.

Persons at this meeting represented a cross-section of interest in nutrition education (preschool through adult education; professional training in nutritional sciences, food technology, public health, nursing, and home economies; allied professional organizations; local, state and federal agencies; and industry).

A small committee was selected with the charge of developing a journal. This committee subsequently became the nucleus of the Society for Nutrition Education. In the future, the Society expects to become a membership organization for those working in the field of nutrition education and professionally qualified. It might also sponsor symposia, lectures and seminars, and encourage research in nutrition education.

Comments and suggestions concerning the future role of the Society for Nutrition Education are welcome.

Officers and members of the Board of Directors of the Society, 1969-70, include:

President: Ruth L. Huenemann, D.Sc., Professor of Public Health Nutrition, University of California, Berkeley.

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Ex Officio Board Member: Helen Denning Ullrich, Executive Manager, Society for Nutrition Education and Editor, Journal of Nutrition Education.

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Content

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Manuscripts, notices, news items, correspondence and inquiries should be addressed to the Editor, Journal of Nutrition Education, 119 Morgan Hall, University of California, Berkeley, Calif., 94720. Articles in the nutrition education field in the form of manuscripts, critiques and reviews, activities and programs relating to nutrition education are welcomed. Information for contributors can be found on back cover.

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Journal of NUTRITION EDUCATION

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Publication of Supplements

Supplements to the Journal of Nutrition Education will be published when an article of considerable length is approved for publication by established procedures. The full cost for publication of the supplement must be borne by the author.

COMMENTARY

George M. Briggs

Food sufficient to ensure optimum health and vigor for every individual is a prerequisite for optimum productivity and happiness in every aspect of our lives. An interest in providing a balanced intake of nutrients for every citizen of the United States has recently developed. Historically, the discovery of the vitamins and of their importance to health generated a period of activity in the 1930's directed to determining how much of the then known vitamins people consumed, in initiating programs aimed toward making the necessary nutrients available and educating the individual to consume an appropriate diet.

The mobilization of the entire country for maximum output for World War II resulted in much greater progress during the 1940's. A committee of nutritionists defined standards which would help guide planning for the feeding of large groups in the population. Enrichment and/or fortification of common foods was started on a large scale. Education of the general population in the need for and the ways of obtaining good nutrition was intensified. There followed rapid changes in industrial and home food technology.

Increases in food productivity, developing affluence, reduction in physical activity, lack of nutrition education and other factors resulted in widespread obesity of varying degree. This, in turn, led to a general feeling by many workers that our most important nutritional problems were those caused by over consumption. A comprehensive study of the nutritional status of our own population was not undertaken. Much of our attention was directed to the problems of undernutrition in developing countries.

The recognition that there might be large groups of our people who could not or would not obtain proper nutrition through their own resources has finally led to the beginning of needed studies.

The real meaning of the studies done since World War II has received little attention, perhaps because they have existed in partial isolation. This review and summarization of studies done between 1950-1968 indicates that the nutrition of our nation has deteriorated in recent years. This picture of our nation's nutrition should shake any complacency, crystalize our thinking and provide stimulus to progress. The work of applied nutritionists is only beginning.

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William J. Darby

This review summarizes information in scattered studies of nutriture in the United States. The respective authors' conclusions indicate that many individuals consume less than half and even less than one-third of the Recommended Dietary Allowances and that many of the biochemical indices of nutriture studied are at levels indicative of poor nutrition. The number of studies which draw such conclusions is a matter for concern, especially since most of these reports deal with the younger age groups.

The reviewers note the difficulty in combining the findings reported in a manner which will allow for sound, critical comparison and interpretation of such pooled data. This unfortunate situation arises from three main causes: (a) the variety of methods used by investigators and the paucity of comparative studies of methodology; (b) frequent inadequate and uninformative description of samples; (c) incomplete and uninformative presentation of published data. This latter is particularly limiting in the dietary intake studies and forces the reviewers to use as a common end point a percentage of the Recommended Dietary Allowance. In assessing the dietary intake and biochemical reports, the failure to present the distribution of values obscures findings which would greatly enhance the general value of such studies and makes impossible further examination and interpretation of data which are merely reported as above or below a given arbitrary point.

This review, therefore, serves to focus attention on the need for improvement of methods of evaluation of nutritional status, for improved interpretative standards and presentation of published data.

Most of the studies reviewed are epidemiological in approach. There exists a critical need for methods for the evaluation of the nutritional status of an individual. At the moment, such useful methods as exist are not readily available to the physician—a fact which handicaps the practitioner in the total care of his patients.

Carefully designed, executed and reported surveys are necessary to discover and define the nutritional problems of a population, to plan corrective programs, and to evaluate their effectiveness. The reporting techniques used by many investigators are such that the results cannot be reinterpreted as standards are revised, nor can their data usefully be compared with those from other studies. These failures greatly limit the usefulness of many otherwise conscientiously executed studies.

Studies on the relationships between nutrition and income, educational level, ethnic background, area of residence and other variables are not extensive. The available evidence suggests that some commonly held conceptions concerning these relationships may have to be revised, and efforts to correct nutritional problems may have to be redirected.

The ongoing National Nutrition Survey should aid by providing much of the type of information which cannot be gleaned from these isolated studies, especially if the National Nutrition Survey can be extended to include all economic levels, can establish a continuing program designed to monitor the nutriture of the United States population and will issue informative reports of their results.

Planning and initiating comprehensive nutritional programs on a national scale seems urgent. Incalculable national benefit should accrue if all of our population were well nourished.

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REVIEW OF STUDIES OF VITAMIN AND MINERAL NUTRITION IN THE UNITED STATES (1950-1968)

Thomas R. A. Davis,
Stanley N. Gershoff,
and Dean F. Gamble

This review assesses almost all publications containing dietary intake, biochemical or clinical evidence on the vitamin and mineral nutrition of the normal individual within the continental United States during this time period.

INTRODUCTION

During the past two years, interest has been aroused in the United States concerning the nutritional status of its people. Discussions of this question by nutritionists and public officials are often characterized by statements as contradictory as "there are thousands of Americans starving" to "adequate nutrition is available to all Americans." In a number of states, the Federal Government has recently launched a series of nutrition surveys which are based on the protocols used in doing nutrition surveys in 33 developing countries during the past decade. During the past 20 years there have also been a large number of published reports concerning the nutrition of Americans in many parts of the United States. These appear to have been largely overlooked by many people. The purpose of this review is to summarize those useable dietary and biochemical data which have appeared in the literature since 1950 on the vitamin/mineral nutrition of Americans.

Significant changes in food supply, enrichment and fortification of foods, methods of preservation of food, etc. occurred during and immediately after World War II. In order to increase the relevance of this review to present conditions, only those reports published during or after 1950 were selected, the last paper included being published in 1968. Essentially, all publications containing dietary intake, biochemical or clinical evidence on the vitamin and mineral nutrition of the normal individual within the continental limit of the United States have been collected and assessed. Studies of certain identifiable segments of the population such as pregnant women, hospital patients, alcoholics, military and other non-representative groups were excluded.

Most of the studies reviewed have estimated the dietary intake of various nutrients. In other studies biochemical evaluations of nutrition were done and, in some, both dietary intake and biochemical data were obtained from the same group of subjects.

Many dietary intake studies present their data as the percentage of subjects whose nutrient intakes were above or below Recommended Dietary Allowances (RDA)* or a percentage or fraction thereof. Most of these studies reported their results as below RDA, two-thirds RDA or one-half RDA. For this reason these levels have been used in summaries in this review. Since all three levels were not used in all of the studies reviewed and all studies did not necessarily report data on the same nutrients, the number of subjects on which summaries were based varied with the level of RDA and nutrients studied (Table I). The same condition applied in the biochemical data (Table IV).

The Recommended Dietary Allowances which were used as the standards in the dietary intake studies which were collated were originally issued in 1943 and revisions have been published in 1945, 1948, 1953, 1958, 1964, and 1968. All of the charts and data shown in this report are based on the RDAs which were contemporary at the time of the individual study. It was not always made clear in the original study as to which revision of the RDA was used.

In a few cases, studies were included in our summaries which presented results as percentage of subjects below a percentage of the RDA slightly different from those indicated previously. If this percentage was below that used in the tabulation, the figure obtained obviously did not include all those subjects actually below the fraction of the RDA used in the table. Conversely, a fraction of the RDA slightly above that used in most studies included a few subjects not actually below the fraction of the RDA used in the table. We believe that any

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*Food and Nutrition Board, NRC-NAS.

variation resulting from the inclusion of these data was not significant.

For the biochemical studies, the percentages extracted and collated were those pertaining to the "deficient" (poor) and the "low" (fair) categories. By summing the "deficient" and "low" categories, all subjects who were below the "acceptable" (good) category were obtained. Some studies presented data only as a combination of "deficient" and "low."

Most of the biochemical studies prior to 1960 used Bessey and Lowry standards (6) while most studies after 1960 used the ICNND* standards (40), Bessey and Lowry Standards were used in about two-thirds of the biochemical studies. The remaining studies referred results to other standards which included the Pearson standards (65)** or others defined by the authors. Only those biochemical studies reporting a percentage of subjects as "deficient" (poor), "low" (fair), "acceptable" (good) and "high" (excellent) were used in this review.

We have used the standards chosen by the authors of the papers reviewed because, without access to raw data, there is no way of converting them to one common standard.

In several instances, results on the same subjects were reported in two or more publications. If the authors indicated clearly that the same results had been reported elsewhere and the duplicated subjects could be separated, they were included in the summaries only once. It was not always possible to separate subjects reported in regional cooperative studies from those reported in separate publications from participating states. In such instances the data of both reports were used. We do not believe the effect of the multiple inclusion of some subjects and of a few unresolvable discrepancies in the original literature had an important effect on the final combined results.

The age groupings used in this review correspond to those most generally used by nutritionists. Most of the dietary intake studies (about 80 per cent) investigated subjects under 21 years of age and the preponderance of those examined were subjects between 15 and 21 years of age. No studies on men between 21 and 50 years of age met the criteria for selection and only two studies on a total of 125 women were in this age group.

The socioeconomic characteristics of the populations reviewed were in general not well defined. Studies of subjects from the high and the very low socioeconomic levels were negligible. In general, the studies were of "normal" populations done in small urban communities and their surrounding rural areas within convenient traveling distance of the investigators' institutions. There were no com-

TABLE I

Total Number of Studies and Total Number of Subjects Examined to Obtain the Results Illustrated in Figure 2.

	Below RDA		Below 2/3 RDA		Below 1/2 RDA	
Nutrient	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects
Calcium	25	11,267	27	14,252	16	6,721
Iron	24	10,861	26	13,846	16	6,668
Vitamin A	24	10,596	26	13,581	15	6,060
Thiamine	25	11,267	27	14,252	16	6,721
Riboflavin	25	11,267	27	14,252	16	6,524
Niacin	24	10,861	25	13,282	16	6,668
Vitamin C	25	11,267	27	14,252	16	6,719

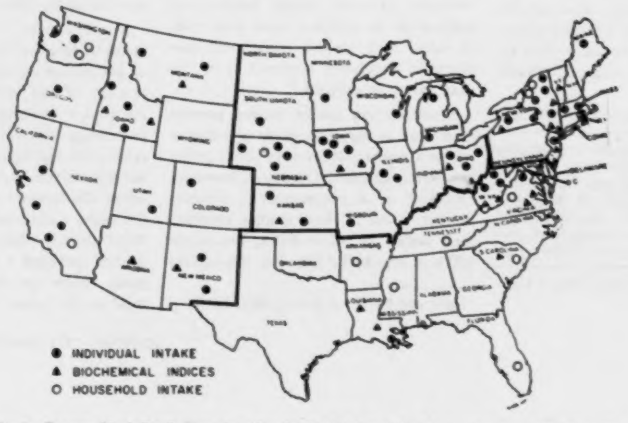

Fig. 1—Geographical distribution of studies (1950-1968) included in graphs of combined results.

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*Interdepartmental Committee on Nutrition for National Defense

**Categories "deficient," "low," "acceptable," and "high" are used by ICNND and Pearson, while "poor," "fair," "good," and "excellent" are used by Bessey and Lowry.

prehensive studies made on the populations of large cities, city ghetto areas or of rural poverty areas.

With the exception of the South, most sections of the country were well represented in the studies selected. Figure 1 illustrates the geographical distribution of these studies. No dietary intake studies on individuals were included from the following states: Vermont, New Hampshire, Connecticut and Pennsylvania in the Northeast; all southern states except West Virginia, Virginia, and Louisiana; Indiana and North Dakota in the North Central region; Wyoming, Nevada and Arizona in the West.

Neither biochemical nor dietary intake studies were included for New Hampshire, Connecticut, Pennsylvania, District of Columbia, North Carolina, Maryland, Delaware, Kentucky, Georgia, Alabama, Oklahoma, Texas, North Dakota, Indiana, Wyoming and Nevada.

For both dietary intake and biochemical studies, the percentages presented in each study were reconverted to numbers of subjects in each fraction or category of the standards and the totals of subjects from all studies were used to obtain the percentage of subjects in each fraction or category to form the basis for the summary graphs and tables presented in this report.

RESULTS

Dietary Intakes of Individuals

Figure 2 illustrates the percentage of subjects whose intakes were below the indicated RDA levels for seven nutrients: calcium, iron, vitamin A, thiamin, riboflavin, niacin and vitamin C (11, 12, 13, 22, 28, 29, 32, 33, 37, 44, 47, 49, 50, 51, 55, 60, 62, 69, 72, 75, 76, 77, 81, 83, 84, 85, 86, 87, 88, 89, 90, 91). Table I presents the total number of studies and total number of subjects examined to obtain the data shown in Figure 2. The percentages of subjects whose intakes were below RDA for the different nutrients varied between 31 and 57 per cent; below two-thirds RDA between 8 and 28 per cent; and below one-half RDA between 2 and 12 per cent.

The data of Figure 2 and Table I have been subdivided into groups according to sex and age and are presented in Figure 3 and Table II (11, 12, 13, 28, 29, 32, 33, 37, 47, 49, 50, 51, 60, 62, 69, 72, 75, 76, 77, 81, 83, 84, 85, 86, 87, 88, 89, 90). In general except for vitamin C, there was a higher percentage of females than males whose intakes were less than two-thirds RDA for all nutrients. These differences were particularly substantial for calcium, iron, vitamin A and riboflavin with iron showing the greatest difference. In the 1-12 age group the differences between the sexes were minimal for all nutrients. The differences between the two sexes were most evident in the 12-15 age group but were also quite evident in the 50-65 and over 65 groups. Since no data on males and relatively few on females in the age groups 21-35 and 30-50 met the criteria for inclusion in this summary, these age groups are not represented in Figure 3.

The studies in this review have been compared for the years 1950-1955, 1955-1960, and 1960-1968, according to publication date. The results illustrated in Figure 4 suggest that between approximately 1960 and 1968 a change for the worse occurred in the dietary intakes of all nutrients studied. As discussed later, this appears not to have been due to revisions of RDA.

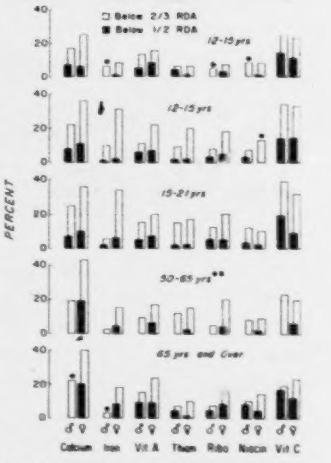

Fig. 3—Percentages of subjects studied whose dietary intake of seven nutrients is below two-thirds RDA and one-half RDA according to age and sex. The results depicted are based on the total number of studies and total number of subjects examined and presented in Table II. *Zero for below ½ RDA. ** No data for below ½ RDA for males.

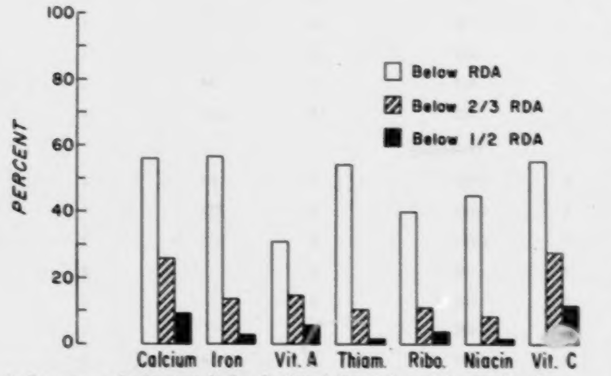

Fig. 2—Percentages of subjects studied in the United States whose dietary intakes of seven nutrients were below RDA, two-thirds RDA and one-half RDA. The results depicted are based on the total number of studies and the total number of subjects examined and presented in Table I.

Dietary Intake of Households

The combined results for eight household studies (excluding the USDA 1955 and 1965 household surveys) (17) of nutrient intakes based on meals consumed (23, 48, 50, 56, 68, 78, 79, 88) are shown in Figure 5 and Table III.

As can be seen, the results of these surveys indicated that large numbers of households studied did not consume the RDA, two-thirds RDA or one-half RDA for each of the nutrients studied. These household studies were performed in widely scattered geographic areas. They also covered wide socioeconomic levels and, considered as a group, the combined results of these studies are even less likely to be representative of the United States population as a whole than the combined studies of individuals.

The results of the 1955 and 1965 United States Department of Agriculture national surveys (17) of the dietary levels of households based on food purchases are summarized in Figure 6. Only values for below RDA and below two-thirds RDA were reported. The percentages of households in which nutrient content of purchases fell below the RDA levels were lower than either the percentages based on studies of individual

TABLE II

Total Number of Studies and Total Number of Subjects Examined to Obtain the Results Illustrated in Figure 3.

	Below 2/3 RDA				Below 1/2 RDA			
	Male		Female		Male		Female	
Age Group	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects
				CALCIUM				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	125	0		2	125
35-50	0		1	83	0		1	83
50-65	1	199	2	423	0		1	159
>65	2	367	4	517	2	24	3	143
Misc.	5	800	5	682	5	1,204	4	689
				IRON				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	111	0		2	111
35-50	0		1	68	0		1	68
50-65	1	199	2	401	0		1	137
>65	2	367	4	515	2	24	3	141
Misc.	5	800	4	329	5	1,204	4	689
				VITAMIN A				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	8	1,331	8	1,646	3	345	3	509
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	125	0		2	125
35-50	0		1	83	0		1	83
50-65	1	199	2	423	0		1	159
>65	2	367	4	517	2	24	3	143
Misc.	5	800	5	682	5	1,204	4	689
				THIAMINE				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	125	0		2	125
35-50	0		1	83	0		1	83
50-65	1	199	2	423	0		1	159
>65	2	367	4	517	2	24	3	143
Misc.	5	800	5	682	5	1,204	4	689

TABLE II (cont'd)

	Below 2/3 RDA				Below 1/2 RDA			
	Male		Female		Male		Female	
Age Group	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects
				RIBOFLAVIN				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	125	0		2	125
35-50	0		1	83	0		1	83
50-65	1	199	2	423	0		1	159
>65	2	367	4	517	2	24	3	143
Misc.	5	800	5	682	5	1,204	4	689
				NIACIN				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	111	0		2	111
35-50	0		1	68	0		1	68
50-65	1	199	2	401	0		1	137
>65	1	95	3	223	2	24	3	141
Misc.	5	800	4	329	5	1,204	4	689
				VITAMIN C				
1-12	8	1,581	8	1,667	2	56	2	72
12-15	9	1,363	9	1,682	4	377	4	545
15-21	10	1,104	12	1,854	5	622	7	1,267
21-35	0		2	125	0		2	125
35-50	0		1	83	0		1	83
50-65	1	199	2	423	0		1	159
>65	2	367	4	517	2	24	3	143
Misc.	5	800	5	682	5	1,204	4	689

intakes (Figure 2) or the independent household studies (Figure 5). This presumably is due in great part to the fact that the USDA calculations were based on food purchases without accounting for wastage.

In the USDA studies of 1955 and 1965, a higher percentage of households studied in 1965 showed nutrient content of purchases which fell below RDA for all nutrients except iron. The 1965 preliminary report (17) stated that a lower percentage of households had "good" diets in 1965 than in 1955—50 per cent in 1965 and 60 per cent in 1955. Over the 10-year period, the proportion with "poor" diets (defined by USDA as diets which provided less than two-thirds RDA for one or more nutrients) increased from about 15 per cent in 1955 to 20 per cent in 1965. Decreased use of milk and milk products, vegetables and fruits (the main sources of calcium, ascorbic acid and vitamin A) were chiefly responsible for these changes in dietary levels. This change in household food purchasing habits is consistent with the changes observed in studies of individual eating habits reported between 1960 and 1968, which appears to have affected the intakes of all nutrients studied (Figure 4).

Biochemical Indices of Nutrition

Figure 7 summarizes the percentage of subjects whose biochemical indices were "below acceptable" (below good), "low" (fair), or "deficient" (poor), as defined by the standards used in the studies (1, 2, 7, 8, 12, 13, 14, 16, 19, 21, 22, 24, 25, 27, 35, 39, 41, 47, 54, 55, 59, 62, 66, 71, 74, 75, 76, 80, 82). The total

TABLE III

Total Number of Studies and Total Number of Households Examined to Obtain the Results Illustrated in Figure 5.

Nutrient	Below RDA No. Studies	 No. Households	Below 2/3 RDA No. Studies	 No. Households	Below 1/2 RDA No. Studies	 No. Households
Calcium	6	1,642	3	1,223	2	81
Iron	6	1,642	3	1,223	2	81
Vitamin A	6	1,642	3	1,223	2	81
Thiamine	6	1,642	3	1,223	2	81
Riboflavin	6	1,642	3	1,223	2	81
Niacin	3	1,410	2	1,014	1	46
Vitamin C	6	1,642	3	1,223	2	81

number of studies and the total number of subjects examined to obtain the results in Figure 7 are presented in Table IV. Data were obtained on hemoglobin, hematocrit, vitamin A, carotene, thiamine, riboflavin and vitamin C. "Below acceptable" values for the different indices measured varied between 24 and 50 per cent; in the "low" category between 13 and 38 per cent; and in the "deficient" category between 3 and 34 per cent.

The blood data in Figure 7 and Table IV on hemoglobin and vitamin A, carotene and vitamin C, which were obtained from a much larger number of subjects than the other biochemical indices, have been subdivided into groups according to age and sex and are presented in Figure 8 and Table V (2, 7, 8, 12, 14, 16, 21, 24, 35, 47, 54, 59, 62, 66, 71, 75, 76, 80, 82).

For each group, substantial percentages of the subjects studied showed biochemical indices in the "low" and "deficient" range. As with the dietary intake studies, differences between the sexes were minimal in the 1-12 year age groups. In the older age groups, serum vitamin C values for females were higher than those for males. Conversely, the percentages of low hemoglobin values for females older than 15 years were markedly greater than for males. This sex difference also appeared to be true for vitamin A. There appeared to be a substantial decrease in the low hemoglobin values of males above 15 years of age and a decrease in the percentages of "low" and "deficient" vitamin A subjects of both sexes after 21 years of age.

Infant Nutrition

Table VI presents data from the few available studies on nutrient intake of infants up to 12 months of age. The results, except for those of Guthrie (36), were presented as means and percentiles and are tabulated as ranges within which the indicated level of the 1968 RDA was found. Beal's subjects (3, 4, 5) were described as normal, healthy children from upper middle class families of the Denver area and Guthrie's subjects were children of fathers and mothers the majority of whom held college degrees, many of which were advanced. Forty-two of the 50 fathers were employed in business or on college staffs. The studies by Beal, Guthrie and Rueda-Williamson (67) were obtained by recording food intake and estimating nutrient intake by the use of food composition tables. The studies by Filer (30, 31) were performed by sending out questionnaires and processing those which were returned.

The longitudinal nutrient intake studies by Beal, Guthrie, and Rueda-Williamson for the nutrients examined present a picture of nutrient intakes below and, in many cases, far below RDA for this age group, especially for iron, vitamin A and vitamin C. The results of Filer's study indicate that intakes were adequate for all nutrients except iron. This is in some contradiction to the results of the other studies, but it is possible that the more favorable intakes observed by Filer were the result of the use of the questionnaire technique. The high percentage of poor values for calcium in Guthrie's study (36) was explained by the author as possibly arising from the use of the 1963* calcium RDA for one year old infants which is considerably greater than the 1968 RDA. Poor intakes for iron were evident in five studies (5, 30, 31, 36, 67) and for vitamin A and C in the studies by Beal (3) and Guthrie (36). The apparent poor intakes of niacin found by Beal (4) were explained by the fact that the tryptophan equivalent for niacin was not determined. Divergence from the RDA was greatest in the youngest age groups for all nutrients with progressive improvement in all as the children grew older. Table VII presents the results for hemoglobin and serum vitamin C in a limited number of infants. The data appear to be consistent

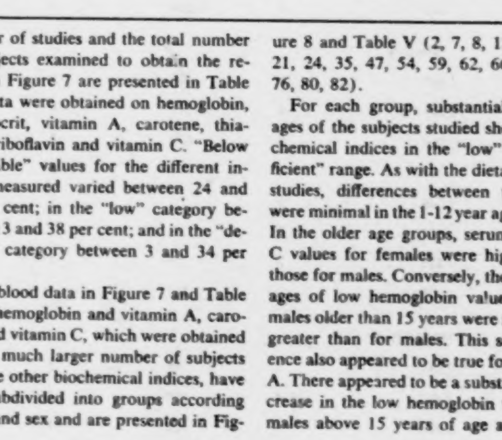

Fig. 4—Change in percentage of subjects whose intakes of six nutrients were below indicated levels of RDA in studies published during the three periods 1950-1955, 1955-1960, 1960-1968.

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*Published in 1964

with the nutrient intake data on iron and vitamin C.

Regional Differences

The data from both the dietary intake and biochemical studies were also examined on the basis of geographic regions. No consistent pattern of differences appeared. However, more extensive studies than the ones currently available might uncover regional differences in nutrition.

Ethnic Differences

Lantz and Wood (45, 46, 47) compared Anglo-American and Spanish-American children in New Mexico. The diets of Spanish-Americans were poorer for all nutrients except iron, and their serum carotene, vitamin C, hemoglobin and red cell counts were lower than those of Anglo-American children.

Several dietary intake studies have reported that Negroes received poorer diets than whites (9, [illegible], 43, 56, 58, 59, 73). However, a study by Wharton (84) of a Negro school and two white schools in Southern Illinois found that the nutritive intake of the Negroes studied was significantly better than that of whites studied for calories, iron, vitamin A, thiamine and niacin. Another study (22) in Blacksburg, Va., showed that among town-white and rural-Negro children aged 8 to 9 there was a similar percentage distribution of children with dietary intakes falling within the three different levels of adequacy. In this same study, the mean daily intake of town-white and rural-Negro children when compared to the RDA appeared to be more adequate than the mean daily intake of the rural-whites and town-Negroes. A study by Babcock (1) on male industrial workers reported that Americans (undefined), Negroes, Germans, Italians and Slavs all had similar intakes except that Negro intake was higher for calories, vitamin C and iron, but Negroes showed lower serum levels of vitamin C and hemoglobin. A recent study by Stine (70) on 578 Negro and 190 white underprivileged 4-year-old children in Baltimore found that 20 per cent of Negro and five per cent of white children had hematocrits of 33 per cent or less. Christakis (14), reporting on a study on 642 New York children, stated that Chinese had better diets than other ethnic groups examined with Puerto Ricans having the worst.

TABLE IV

Total Number of Studies and Total Number of Subjects Examined to Obtain the Results Illustrated in Figure 7.

Nutrient	Deficient No. Studies	 No. Subjects	Low No. Studies	 No. Subjects	Below Acceptable No. Studies	 No. Subjects
Hemoglobin	15	8,717	14	8,431	16	10,608
Hematocrit	4	1,413	4	1,413	5	1,625
Vitamin A	17	8,320	16	8,205	17	9,035
Carotene	17	8,452	16	8,337	17	9,350
Thiamine	4	1,164	4	1,164	4	1,164
Riboflavin	6	1,664	6	1,664	6	1,664
Vitamin C	20	9,923	19	9,808	22	11,814

Educational Differences

A number of studies examined the relationship between educational level and dietary and/or biochemical data (1, 30, 31, 48, 51, 62, 64). Several of these found a direct relationship in that individuals with a higher educational level appeared to have better nutrition (1, 48, 51, 62, 64). In some of these studies, (48, 51, 64) the relationship was fairly clear. In Babcock's study, (1) the relationship was not so evident except perhaps between the lowest educational level (less than 8th grade) and the highest level (1 or more years of college). In a study of 530 Negro women, (64) the relationship was evident for all levels of education and for all nutrients examined. Filer, (30) in a study of more than 4,000 six-month old infants, reported that for all nutrients except calcium, vitamin D and vitamin C, the diets of infants were better if their mothers had graduated from high school. However, these differences were large only for niacin and iron. In another study(31) of caloric intake by food class in the same group, it was shown that the infants of mothers who were high school graduates had higher intakes of all classes of food except milk, which probably accounted for the higher intake of calcium and vitamin D but not vitamin C by the children of less well-educated mothers. In studies which looked at several educational level groups, the differences between the intermediate level groups and the highest or lowest educational groups were not always consistent.

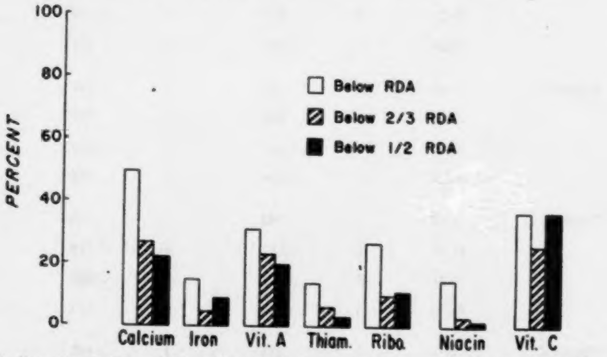

Fig. 5—Percentage* of households in the United States where the meals furnished less than the indicated levels of seven nutrients. The graphs are based on studies other than the 1955 and 1965 USDA household consumption studies. The total number of studies and the total number of households examined are presented in Table IH.

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*Percentage of subjects below a particular RDA level is not always comparable to percentage below another level of the same nutrient since they may be based on a different set of studies.

Income Differences

Three independent household studies (48, 61, 78) (excluding the USDA 1955 and 1965 surveys) reported a direct relationship between income and diet with higher income groups showing better diets than lower income groups. One of these (78) reported a particularly strong relationship between income and vitamin C intake.

A study (57) which examined 296 families with incomes ranging from less than $500 to over $3000 by class intervals of $500 reported a direct relationship between income and intake of calcium, vitamin A and vitamin C with less clear relationships for other nutrients. Another study on 610 male industrial workers (1) indicated that the percentage of subjects whose diets were poor was similar for all income groups for all nutrients except vitamin C. The income groups, however, were not specified. Another study (68) presented similar results and again in terms of dollars the income groups were not specified. Kerrey (44) showed that children from the low income group received diets providing more iron and thiamine whereas those of the high income group had diets providing more ascorbic acid and vitamin A.

The dietary study by Filer (30) reported that infants of low income families had better intakes than infants of high income families for calcium, vitamin D, thiamine, riboflavin and vitamin C. The high income group infants had higher intakes in three nutrients: iron, vitamin A and niacin. When the food consumption of these infants was examined according to food classes, those of the low income group had a higher

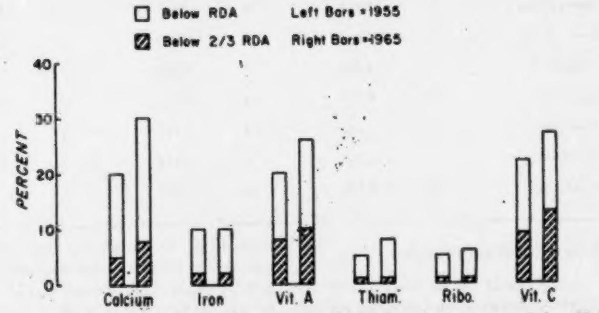

Fig. 6 — Percentage of households with nutrient availability from food purchases below RDA and two-thirds RDA as reported in the 1955 and 1965 USDA household surveys. Adapted from the USDA 1965 preliminary report (17).

TABLE V

Total Number of Studies and Total Number of Subjects Examined to Obtain the Results Illustrated in Figure 8.

		Deficient				Low			
		Male		Female		Male		Female	
Nutrient	Age	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects	No. Studies	No. Subjects
Hemoglobin	1-12	3	322	3	371	3	322	3	371
	12-15	5	1,033	4	1,094	5	1,033	4	1,094
	15-21	4	872	4	1,159	4	872	4	1,159
	Adult	4	1,480	4	329	4	1,480	4	329
Vitamin A	1-12	1	142	1	143	1	142	1	143
	12-15	4	686	4	722	3	624	3	669
	15-21	6	1,323	6	1,578	6	1,323	6	1,578
	Adult	5	1,424	5	368	5	1,424	5	368
Carotene	1-12	1	142	1	143	1	142	1	143
	12-15	5	1,062	5	1,122	4	1,000	4	1,069
	15-21	5	996	5	1,239	5	996	5	1,239
	Adult	5	1,434	5	373	5	1,434	5	373
Vitamin C	1-12	3	626	3	646	3	626	3	646
	12-15	5	1,080	5	1,151	4	1,018	4	1,098
	15-21	4	767	4	1,068	4	767	4	1,068
	Adult	5	1,586	5	416	5	1,586	5	416

consumption of milk but ate less fruit, cereal, vegetables and meat than the infants of wealthier families. Eggs were consumed at about the same level by both groups.

It was generally difficult to evaluate the socioeconomic level of groups studied, and only a few studies examined definable underprivileged groups. A household study by Delgado (23) of migrant Negro families showed that the percentage of families whose intakes were below various levels of RDA were significantly higher than those found in other household studies. Stine (70), in a study on underprivileged children in Baltimore, found that mean height and weight were closer to values for children from underdeveloped countries than to standard values for the United States. On the other hand, a study by Thiele (74) on Negro migrant workers in New York found biochemical indices of nutrition which were similar to those found in other studies (summarized in Figure 7).

The USDA 1955 and 1965 nationwide surveys of the nutrient value of food purchased by households were the only studies which comprehensively examined the relationship between income level and food purchases (17). Data from the 1965 study are presented in Figure 9. Although the information was presented as discontinuous percentage distribution by income levels, for the sake of clarity, the data are plotted as though they were continuous. The results illustrated in Figure 9 would seem to indicate that, for all nutrients studied, there was an inverse relationship between the percentage of households whose purchases were below RDA and income. This is particularly true for vitamin C, vitamin A and calcium.

Urban-Rural Differences

The effects of urban vs. rural residence on dietary intakes were extensively studied in the USDA surveys (17, 18). Two other studies (22, 88) explored this question with apparently contradictory results. In one of these (22), the intakes of children (8 to 11 years of age) in Blacksburg, Va., were compared with the intakes of children in a nearby rural area. In general, the town children had better intakes than the rural children. The other study (88) examined households in and around Groton, N.Y., and found that in this area farm, rural nonfarm and urban households had successively less acceptable intakes. In the 1965 USDA survey, the relative proportion of the diets that did not meet RDA in the three different residential situations varied with different regions of the country (18). In the Northeast and West there were more diets that did not meet the allowances among rural non-farm households; in the North Central, among urban households; and in the South, among rural farm households. Thus, it would appear that other factors have

TABLE VI

Percentage of Infants 12 Months and Under with Nutrient Intakes Below Indicated Levels of the RDA. The Date Was Adapted to the 1968 Revision of the RDA, Except Where Indicated.

Author	Ref.	Age (mos.)	No. Subjects	<RDA	<⅔ RDA	<½ RDA	<⅓ RDA
			CALCIUM				
Beal	5	0-1	27	<25			
		1-2	34	<25			
		2-3	35	<25			
		3-4	38	<25			
		4-5	37	<25			
		5-6	38	<25			
		6-9	40	0			
		9-12	41	0			
Filer	30	6-8	4,146	0			
Guthrie	36	3	50	98	82		
(1963 RDA)		5	50	98	72		
		7	50	98	72		
		9	50	90	64		
		11	50	84	58		
			IRON				
Beal	5	0-1	23	100	100	100	100
		1-2	31	100	100	75-100	50-75
		2-3	34	100	100	75-100	50-75
		3-4	37	75-100	75	50-75	25-50
		4-5	36	75-100	50-75	25-50	<25
		5-6	37	75-100	25-50	<25	[illegible]
		6-9	40	75-100	25-50	<25	<25
		9-12	41	75-100	25-50	<25	<25
Rueda-		2-3	67	100			
Williamson	67	3-10	67	All means below RDA			
Filer	30, 31	6-8	4,146	100	50-75	25-50	<25
Guthrie	36	3	50	86	44		
(1963 RDA)		5	50	46	22		
		7	50	28	12		
		9	50	18	6		
		11	50	22	8		

(Continued)

a greater effect on dietary adequacy than do residential differences.

The composite results by individual nutrient for the whole country from the preliminary report to the 1965 USDA survey (17) are presented in Figure 10. For calcium, iron and thiamine, rural farm households appeared to have dietary intakes that were higher than rural non-farm and urban households, while for vitamin A and vitamin C the picture was reversed and there was little difference in the intakes of riboflavin.

Studies Not Included in Combined Results

As indicated, the criteria for inclusion of an article for use in the summaries in this review were selective. A large number of reports which gave results as means with standard deviations and standard errors could not be used since assumptions based on normal distribution could not be made. Many otl.erwise well-done studies could not be included because either the number of subjects used or the percentage of subjects below various RDA levels were not given or percentages were reported at levels other than those most used and therefore chosen for summation. Studies on about 7,000 persons (2, 3, 4, 10, 15, 20, 21, 26, 38, 42, 43, 45, 52, 63, 73) were not included in the summaries because they reported results in a way not compatible with the criteria of selection established for this review. Based on linear transformation of accumulated frequencies, these studies were examined for line of central tendency and this line compared with a similar line based on the results from the studies summarized. These lines did not differ significantly from each other. Therefore, it may be concluded that the selection for summarization of only those studies reporting percentage of subjects below RDA, two-thirds RDA and one-half RDA did not lead to bias.

TABLE VI (cont'd)

Author	Ref.	Age (mos.)	No. Subjects	<RDA	<⅔ RDA	<½ RDA	<⅓ RDA
VITAMIN A							
Beal	3	0-1	32	75-100	50-75	<25	
(diet only)		1-2	38	75	<25	0	
		2-3	39	25-50	<25	0	
		3-4	42	<25	<25	0	
		4-5	44	<25	<25	0	
		5-6	46	<25	<25	0-25	0
		6-9	48	0			
		9-12	50	0			
(supplementation		0-1	32	25-50	<25	<25	0
64% of the time)		2-12	50(max.)	0			
Filer	30	6-8	4,146	<25			
Guthrie	36	3	50	54	30		
(1963 RDA)		5	50	26	20		
		7	50	30	22		
		9	50	24	10		
		11	50	18	14		
THIAMINE							
Beal	4	0-1	32	>75	0		
		1-2	37	>75	0		
		2-3	38	>75	50-75	25-50	0
		3-4	41	>75	25-50	<25	<25
		4-5	43	50-75	<25	0	
		5-6	44	25-50	0		
		6-9	47	25-50	<25	0	
		9-12	49	<25	0		
Filer	30	6-8	4,146	<25			
Guthrie	36	3	50	28	8		
(1963 RDA)		5	50	24	18		
		7	50	22	8		
		9	50	16	2		
		11	50	20	8		

(Continued)

DISCUSSION

There are a multitude of reasons why an accurate assessment of the nutrition of the citizens of any political subdivision, country, state, city, etc., should be of interest to the people being examined, their political leaders, health officials, economists, sociologists and others. The ultimate purpose of nutritional assessment studies is not to gather data for publications but to provide data for programs, where needed, to improve the health of people by beneficially changing their nutrient intakes. After World War II, surveys were conducted with increasing frequency in the United States and other countries. Nutrition survey techniques were solidified when the methods used in ICNND surveys were formally described in a manual (40) published by an agency of the United States government, and they were used without formal criticism by many of the leading nutritionists in the United States. It is not surprising, therefore, that survey techniques have not appreciably changed during the past generation. Nutrition surveys are divided into studies of dietary intakes, biochemical parameters related to nutritional status and clinical evaluation of subjects again with particular reference to signs which may be related to nutritional inadequacy. Unfortunately, in this country interest in evaluating nutritional status has not run high among biochemists and has been almost completely lacking among physicians. The results of this situation became clear to us in preparing this review. Nutrition studies of population groups in the United States since 1950 have been mostly of the dietary intake type. There have been fewer in which biochemical measurements were made and many of them were restricted to hemoglobin, serum vitamin A, carotene and vitamin C. Worthwhile clinical evaluations have been so rare in the studies of Americans that we did not review them. The majority of dietary studies that were available, either because they lacked pertinent information or because the data collected were reported in an unuseable way, such as giving the average consumption of nutrients eaten without any further breakdown, were of no value in the preparation of this review.

Most of the biochemical studies prior to 1960 used the Bessey and Lowry standard and after 1960 most of the studies used the ICNND or the Pearson standards. The Pearson and ICNND standards are equivalent in the nutrients for age groups common to both. However, the ICNND and Bessey and Lowry standards differ quite significantly in several indices as can readily be seen in Table VIII. In addition, many investigators used standards of their own, a practice which in many instances vitiated the comparability of results.

All of the studies tabulated in this review, whether they measured nutrient intakes of individuals, households or biochemical indices, reported that a substantial proportion of the subjects studied did not meet various levels of the RDA or various categories of commonly used biochemical standards (Figures 2, 4, 5). Between 80 and 85 per cent of the subjects studied were below 21 years of age and only two studies (11, 75) which met the criteria of selection for use in the combined results examined subjects in the 21-35 years age group. All of these were women. Although Babcock (1, 2) examined the nutrient intake of 600 male industrial workers, the results were given simply as mean intakes or were rated in a manner which was not referable to the RDA and we were unable to use these data in the summaries.

The largest single effort to evaluate nutritional status in the United States was the series of coordinated regional studies carried out under the Research and Marketing Act of 1946 during the period from 1947-1958 and reviewed by Morgan (53). She pointed out that many of the studies included in this series were not based on a representative sample of the population groups in which they were later classified.

In the studies reviewed here, between 2 and 12 per cent of subjects examined had intakes below one-half RDA (figure 2). On the basis of the seven most commonly reported biochemical indices, between 3 and 24 per cent of the subjects fell in the "deficiency" range (Figure 5). If the results from these combined data could be extrapolated to the approximately 200 million population of the United States, about 24 million persons would not meet the one-half RDA in at least one nutrient and approximately 48 million persons would be deficient for at least one biochemical index. In the studies reviewed, it appeared that neither the highest nor the lowest socioeconomic groups were studied to any significant degree and only scant information on several age groups was available.

The results of studies based on households which determined intakes in accordance with meals showed that between 2 and 38 per cent of households supplied the different nutrients at levels below one-half RDA (Figure 4). The more extensive USDA 1965 survey (17) was based on the nutrient content of food purchased without consideration for waste and, as might be expected, the percentages of households in which purchases were below various levels of RDA were lower (Figure 9) than in household studies which based their results on food consumed (Figure 4).

Dietary intake differences between the

TABLE VI (cont'd)

Author	Ref.	Age (mos.)	No. Subjects	<RDA	<⅔ RDA	<½ RDA	<⅓ RDA
			RIBOFLAVIN				
Beal	4	0-1	32	<25	0		
		1-2	37	<25	0		
		2-3	38	<25	0		
		3-4	41	<25	0		
		4-5	43	<25	0		
		5-6	44	0			
		6-9	47	0			
		9-12	49	0			
Filer	30	6-8	4,146	<25			
Guthrie	36	3	50	44	30		
(1963 RDA)		5	50	26	12		
		7	50	26	6		
		9	50	18	8		
		11	50	20	12		
			NIACIN				
Beal	4	0-1	32	100	100	100	100
		1-2	37	100	100	75-100	75-100
		2-3	38	100	100	100	75-100
		3-4	41	100	100	75-100	75-100
		4-5	43	100	75-100	75-100	75
		5-6	44	75-100	75-100	75-100	50
		6-9	47	100	75-100	75	25-50
		9-12	49	75-100	50-75	25-50	<25
Filer	30	6-8	4,146	100	50-75	25-50	<25

(Continued)

sexes were minimal during the prepuberty years. Following puberty, both the dietary intake and biochemical data suggest that diets consumed by females were generally poorer than those of males for most of the nutrients studied except vitamin C. The greatest differences between the sexes in the postpuberty years involved the dietary iron and hemoglobin values. In view of the 1968 revision of iron RDA for women, the numbers of women falling below RDA in future studies on iron intake of women in the child bearing age will undoubtedly be greater than those summarized here.

The limited data available on infant feeding also suggest a need for increased dietary iron, particularly in early infancy.

TABLE VI (cont'd)

Author	Ref.	Age (mos.)	No. Subjects	<RDA	<⅔ RDA	<½ RDA	<⅓ RDA
			VITAMIN C				
Beal	3	0-1	32	100	100	100	100
(diet only)		1-2	38	100	100	75-100	75-100
		2-3	39	100	75-100	75-100	75-100
		3-4	42	100	75-100	75-100	50-75
		4-5	44	75-100	50-75	50-75	50-75
		5-6	46	75-100	50-75	50-75	50-75
		6-9	48	50-75	50-75	25-50	25-50
		9-12	50	50-75	25-50	25-50	<25
(supplementation		0-1	32	75-100	75-100	50-75	
64% of the time)		1-2	38	75-100	50-75	25-50	25
		2-3	39	50-75	25-50	<25	
		3-4	42	50-75	25-50	<25	
		4-5	44	50	<25		
		5-6	46	25-50	<25		
		6-9	48	25-50	<25		
		9-12	50	<25	<25		
Filer	30	6-8	4,146	25-50	<25		
Guthrie	36	3	50	54	36		
(1963 RDA)		5	50	38	32		
		7	50	38	30		
		9	50	36	30		
		11	50	32	32		
			VITAMIN D				
Beal	3	0-1	32	50-75	50-75	25-50	<25
(supplementation		1-2	38	<25			
64% of the time)		2-3	39	<25			
		3-4	42	<25			
		4-5	44	<25			
		5-6	46	<25			
		6-9	48	<25			
		9-12	50	<25			

The studies by Beal (5), Guthrie (36), Filer (30, 31) and Rueda-Williamson (67) reported that infants have an inadequate iron intake in relation to RDA, while those by Beal (3) and Guthrie (36) also indicated a poor intake for vitamin A and vitamin C in this group. For all nutrients, intakes were poorest in the earliest period of infancy and improvement with age was progressive. Infant nutrition appeared to be least adequate in the high socioeconomic groups (3, 4, 5, 30, 36) and there was evidence that the use of milk was greater among low than higher socioeconomic groups.

Comparison of nutrient intakes between regions was limited, particularly by the paucity of information from the South. The differences among the better represented regions did not seem to follow any consistent pattern and no regional trend was noted.

Results of a limited number of studies which compared ethnic differences suggested that New Mexican Spanish-American children ate less adequate diets (45, 46, 47) than Anglo-American children. In a number of studies, the diets of Negroes were inferior to those of white subjects (9, 23, 37, 43, 56, 72). A study of Negro migrant workers showed them to be very poorly fed (23). A study by Christakis (14) on 642 New York City children did not show remarkable differences in nutritional status between Caucasian, Negro, Puerto Rican and Chinese children, although the Chinese were reported to have better diets than the other three ethnic groups. There were other studies (1, 22, 84) which showed for a number of nutrients that Negroes had higher intakes than whites.

Since income level is related to educational level, the differences in these parameters should be interdependent. In three studies, (48, 51, 64) nutrition appeared directly related to educational level. In other studies, the relationship between socioeconomic level of parents and nutrition of infants appears to be paradoxical in that failure to get the RDA was found by Beal (3, 4, 5) and Guthrie (36) in the infants of upper middle class and highly educated parents, respectively. This was also pointed out by Filer (30, 31) in relationship to income.

The USDA household studies of both 1955 and 1965 showed a relationship between nutrient purchases and income (Figure 7). As with the independent studies, this relationship was most evident for calcium, vitamin A and vitamin

C. In the bulk of the reports reviewed here, it was difficult to evaluate the socioeconomic level of the subjects examined, but three studies (14, 23, 70) on definably underprivileged groups indicated that their nutritional status as measured by the parameters examined was much worse than that of more privileged groups.

Evidence that diets in the United States have become worse since 1955 was reported in the preliminary report of the USDA 1965 survey (17) and is supported by other studies reviewed in this report. The "poorer" diets in 1965 as compared with 1955 shown by the USDA surveys (17) appear to be due to changed food purchasing patterns of households, particularly in those food products which supply calcium, vitamin A and vitamin C. However, our review of the individual dietary intake studies published between 1960 and 1968 indicates that in recent years diets may have changed for the worse for all nutrients studied. These changes cannot be explained by changes in RDA. For boys, girls and young adults, the RDAs between 1953 and 1963 decreased or remained the same for thiamine, vitamin C and riboflavin, remained unchanged for calcium, vitamin A and vitamin D and increased only for iron in females.

In general, the studies evaluated in preparing this review reported results in a manner which made it difficult to extract pertinent information such as exact numbers of subjects actually used, percentages of subjects whose intakes were below various levels of RDA, socioeconomic and other characteristics of the subjects examined, and investigators' evaluations of the nutritional meaning of their results. Often the presentation of methods used for obtaining food intakes was vague and assumptions had to be made. In some instances, results reported in one study were again reported or included in the results of another study without proper referencing and, because it was not possible to establish which results were original and which were from another study, some studies had to be excluded.

Many studies reported results as means with or without standard deviations. These had to be excluded because a normal frequency distribution could not be assumed. Nutrient intakes were so variable from one individual to another that standard deviations were usually large and a lack of statistically significant differences between means were of little real significance. The means usually fell near the RDA or in the adequate range of biochemical standards, but with this type of presentation it was not possible to determine the proportion of the population which was below any specific level of the standards. In general, investigators who presented their data in this manner evaluated them on the basis of mean values, which were usually adequate, ignoring the standard deviations which give an indication of the likely proportion of subjects whose intakes were inadequate. Attempts to obtain an indication of the proportion of subjects below specific levels of the standards by the use of probit plots produced in many instances bizarre results because the data were not normally distributed. As a result of this experience, we suggest that results of future studies should be presented as cumulative percentages of subjects plotted against actual units of the nutrient in question with the ordinate representing percentage of subjects and the abscissa representing nutrient units. The percentage of subjects in such a plot in any category representing an evaluation of nutritional status can be read off directly using any revision of the RDA or categories of biochemical standards. Only one study used this technique of graphical presentation (60). If this technique had been used throughout, the results of the dietary studies reviewed could have been updated to the latest revision of the RDA or biochemical standards. As matters stand, the contemporary standards as used by the investigators had to be accepted.

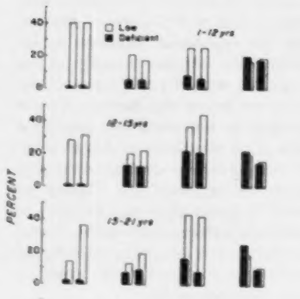

Fig. 8—Percentage of subjects whose biochemical values were in the "low" and "deficient" categories for four biochemical indices according to age and sex. The results depicted are based on the total number of studies and the total number of subjects presented in Table V.

We believe that the studies which have

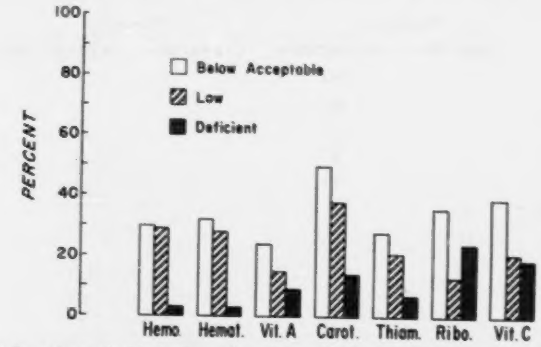

Fig. 7—Percentages of subjects whose values of seven biochemical indices were below "acceptable" and in the "low" and "deficient" categories. The results depicted are based on the total number of studies and the total number of subjects examined and listed in Table IV.

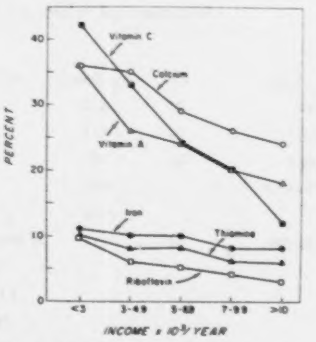

Fig. 9—Percentage of households with nutrient content of food purchased that did not meet the RDA at various income levels. Adapted from the preliminary report of the USDA 1965 survey (17).

been done in the past two decades have indicated that, to one degree or another, there are nutritional problems in the United States affecting virtually all age groups and segments of the population. We do not believe that there is only one approach to improving the nutritional status of all Americans or that an effective method for one segment of the population will necessarily be effective for others. It is also clear that solutions to nutritional problems will require not only the effort of nutritionists but also the cooperation and expertise of people in many other disciplines.

SUMMARY

Material available in the studies reviewed provides information on vitamin and mineral nutrition in the United States which indicates that:

1. A significant proportion of the population examined had intakes below one-half RDA and biochemical indices in the "deficient" range.

2. After puberty, except for vitamin C, male nutrient intakes are usually more adequate than those of females. This is especially true of iron.

3. Although the amount of data on nutrient intakes of infants is inadequate for sweeping generalizations, available reports suggest that appreciable percentages of infants are poorly nourished and infants from high socioeconomic groups may receive less adequate diets than those from low socioeconomic groups.

4. Dietary habits of the American public have become worse, especially since 1960.

5. The relationships between nutrient intake and socioeconomic factors are not always observable except perhaps for calcium, vitamin A and vitamin C.

6. There is a need for improved methodology for determining and reporting the nutritional status of individuals and population groups.

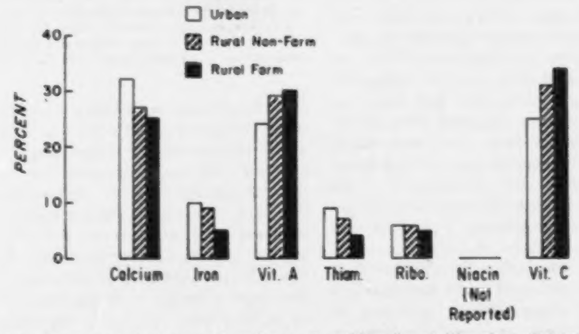

Fig. 10 — Percentages of urban, rural non-farm and rural farm households with insufficient food available to meet the RDA for six nutrients. Adapted from the preliminary report of the USDA 1965 survey (17).

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NOTE OF APPRECIATION

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In addition, valuable advice, criticism, and encouragement were received from staff members not directly involved, from various consultants, and from a number of leading nutritionists.

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TABLE VII

Percentage of Infants 12 Months and Under With Blood Indices Below Indicated Levels

Author	Ref.	Age (mos.)	No. Subjects	Hemoglobin		Vitamin C	
				<10 gm/100 ml	<10.5 mg/100 ml	<0.3 mg/100 ml	<0.3-0.6 mg/100 ml
Guest	34	6-12	74		24.3		
Lahey*	34	6-12	180		19.4		
Rueda-Williamson	67	3-5	67		11		
		6-8	67		9		
		9-12	67		17		
Haughton	39	<12	32 (Puerto Ricans)	47			
			7 (Negro)	14			
			7 (White)	43			
			46 (All)	41			
Jones	41	4-10	36 (Negro)			22	11

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TABLE VIII

Comparison of Bessey and Lowry Standards with ICNND Standards.

	Poor Deficient	Fair Low	Good Accptable	Excellent High
Vitamin A (mcg/ml)				
Bessey and Lowry	<20	20-29	30-49	≥50
ICNND	<10	10-19	20-49	≥50
Carotene (mcg/100 ml)				
Bessey and Lowry	<75	75-124	125-199	≥200
ICNND		20-39	40-99	≥100
Ascorbic Acid (mg/100 ml)				
Bessey and Lowry	<0.4	0.4-0.6	0.7-1.0	≥1.1
ICNND	<0.10	0.10-0.19	0.20-0.39	≥0.40
Riboflavin (mcg/100 ml)				
Bessey and Lowry	<2.5	2.5-2.9	3.0-4.9	≥5.0
ICNND	<10.0	10.0-14.9	15.0-19.9	≥20
Hemoglobin (gm/100 ml)				
Bessey and Lowry—Females (all ages)	<11.0	11.0-12.9	13.0-13.9	≥14.0
—Males (below 12)	<11.0	11.0-12.9	13.0-13.9	≥14.0
—Males (13 and 14)	<11.5	11.5-13.4	13.5-14.4	≥14.5
—Males (above 14)	<12.0	12.0-13.9	14.0-14.9	≥15.0
ICNND—Women (≥13)	<10.0	10.0-10.9	11.0-14.4	≥14.5
—Men	<12.0	12.0-13.9	14.0-14.9	≥15.0
—Children (3-12)	<10.0	10.0-10.9	11.0-12.4	≥12.5
Serum Protein (gm/100 ml)				
Bessey and Lowry	<6.0	6.0-6.4	—above 6.4—satisfactory—	
ICNND	<6.0	6.0-6.4	6.5-6.9	≥7.0

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Reprints of this article may be obtained from: Dean F. Gamble, Manager, Scientific Information Services, Miles Laboratories, Inc., Elkhart, Ind. 46514.

Information for Contributors

JOURNAL OF NUTRITION EDUCATION welcomes new findings in the nutrition education field in the form of research articles, critiques or reviews applying to nutrition education and concise reports on activities or programs in this field. Articles submitted must not have been published in, or currently submitted to, any other publication. Letters to the Editor also are considered for publication.

Articles

Research, critique, summary, or feature articles may be from 2,000 to 4,000 words (up to 15 manuscript pages). Write the article for a general, professional audience with a minimum of technical language. Provide a short title. Summarize the article in three or four brief sentences. Insert subheads at appropriate places in the text.

Illustrations, glossy prints, charts or drawings add considerably to the interest of an article. Cite all illustrations in the text. On a separate page, provide a brief caption for the illustrations. The editors can be helpful in carefully planning a distribution of illustrations.

A research article would report on some aspect or concept of nutrition education to which analytical methods have been applied.

A critique, review or feature article should contain commentary about a subject of interest to nutrition educators and directly related to the effectiveness of the teaching.

Activity and Program Reports

Short reports of current programs or activities in nutrition education may vary in length up to 1,000 words (up to 4 manuscript pages), one or two illustrations, glossy prints or charts may accompany the report. These reports should include a description of the activity; an evaluation of response: recommendations of changes, if needed.

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1. Manuscripts should be typed, double spaced, with wide margins, on 8½ x 11 inch bond paper. Type on one side of sheet only. The original and the first carbon copy should be submitted. Pages should be numbered consecutively. *Do not* use single-spacing anywhere. Put the name of the first author and the page number in the upper righthand corner of every page.

2. The title page should contain title of article; author(s), position and/or title; place of origin with city and state or country (Zip code: complete address for mailing proofs).

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A Bibliography or Selected Reading may be included where the author feels it would add to the value of the article. The bibliographical references should be arranged in alphabetical order.

Each reference should contain name of author(s) with initials; title of article; name of periodical with volume, page and year. For example:

1. Stiebeling, H. K., "How Far Have We Come?", *J. Home Econ.*, 59:345, 1967.

For titles of journals, follow abbreviations listed by the Chemical Abstracts Service.

In reference to book titles, the following should appear in sequence: name of author(s), title, volume number, if any, editor, editor if other than the first, publisher's name, year of publication and exact page number(s). For example:

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Reprints are provided at cost to the author when ordered *in advance* of printing.

[Exhibit IV]

REPORT TO MILES LABORATORIES, INC.

VITAMINS/MINERALS IN TRADITIONAL FOODS AND DIETARY SUPPLEMENTS

This report was prepared for Miles Management by Dean Gamble, Ph.D., Manager, Scientific Information Services, and Joseph M. White, M.D., Consultant.

Sections:

I. Yield per Dollar
II. Sources of Nutrients
III. Avoidance of Specific Foods
IV. Nutrient Augmentation
V. Nutrient Composition of Diets Based on Food Supply

SECTION I.—YIELD PER DOLLAR

The Number of RAD Units of each individual nutrient and of all nutrients obtained for each dollar spent on various food groups or on vitamin tablets.

YIELD PER DOLLAR

The yield of each nutrient for each dollar spent on a particular food group at October, 1961 prices was reported in Family Food Plans and Food Costs, Home Economics Research Report No. 20, U.S.D.A. November, 1962, in terms of grams, milligrams or International Units. The specific foods in the groups were based on the choices made by families studied in the 1955 USDA Household Food Consumption Survey. These dollar yields from the food groups were recalculated in terms of the higher 1968 recommended dietary allowances for males or females in the 22–35 age group. The average cost to the consumer in the first quarter of 1969 of one line of supplementary vitamin tablets was used similarly to calculate the yield of RDA units per dollar from these supplements. These values for the individual micronutrients are presented on the attached graphs.

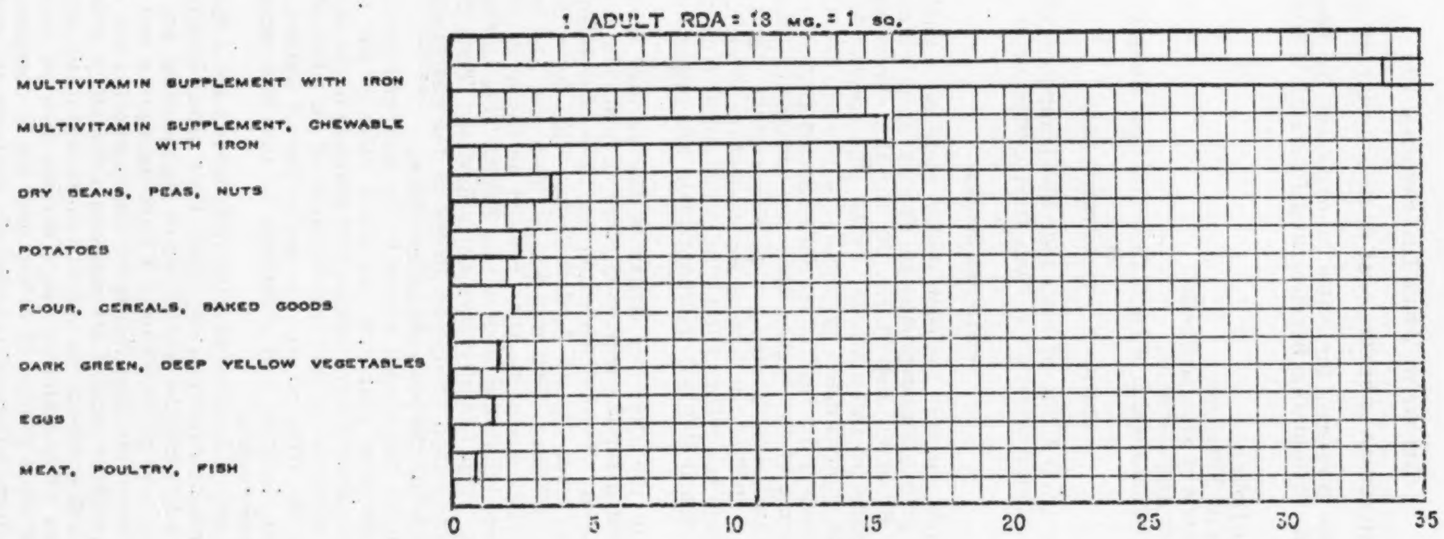
The reduction in the yield per dollar [illegible] the various nutrients from foods has not been adjusted for the increased price of food. The original charts published by the U.S.D.A. were calculated on the basis of October, 1961 prices. The estimated price per week for the Moderate Cost Plan for a family of four with school children in January, 1962 was $32.10. This cost had increased to $32.80 in October, 1964 when the plans were revised on the basis of the 1964 RDA's. The cost of the new plan at this time was $33.00. This had increased to $36.90 per week in March, 1969 (Family Economics Review). Thus the yield per dollar of the nutrients from food groups as shown in the charts should be lower by a factor of at least 0.9 on the basis of current prices.

In order to compare the overall return to the customer for his dollar spent to obtain various sources of nutrients, the RDA units of the vitamins and iron obtained from these sources were totaled and graphed in the same manner.

Finally, on the assumption that consumption of an RDA of each nutrient is equally important, the RDA returns per dollar for all nutrients included in the USDA charts were summed and presented in the final graph. This includes calcium, calories and protein.

These graphs clearly show that multivitamin tablets are a far more economical source of the micronutrients than any food. Even when considered on the basis of the individual nutrients the multivitamin supplements are more economical than any food group except for vitamin A from dark green and deep yellow vegetables. Obviously when this high rating for the vegetables will vary considerably according to the specific vegetable, its seasonal availability, price, processing and any other factor which affects its actual consumption and available vitamin A content. The factor of availability from various sources is not considered. A vitamin or mineral while present in a food may not be completely available. If a tablet is properly formulated and tableted the contents are available. It is obvious also that the recalculation of this return per dollar on the basis of current prices would lead to a significant change in the relative ratings further favoring the economy of multivitamin/mineral preparations.

IRON YIELD
FOR ONE DOLLAR SPENT



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FAMILY FOOD PLANS AND FOOD COSTS
HOME ECONOMICS RESEARCH REPORT NO. 20
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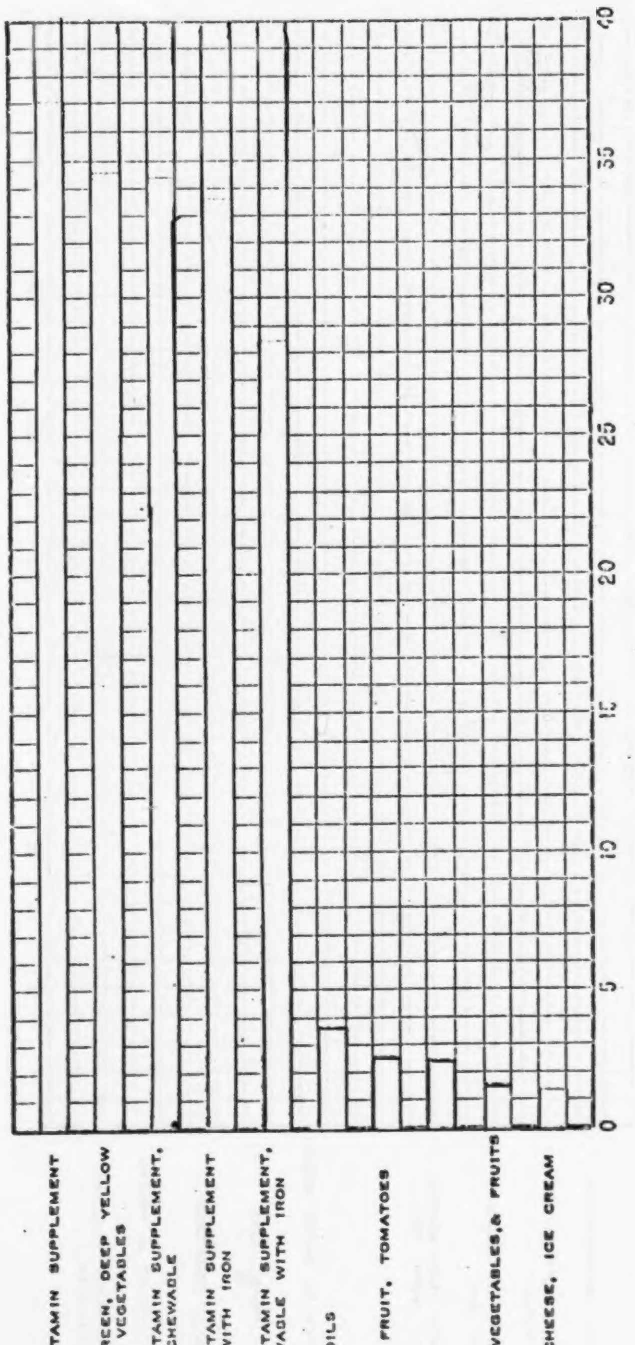
VITAMIN A YIELD FOR ONE DOLLAR SPENT

1 ADULT RDA = 5,000 IU. = 1 sq.



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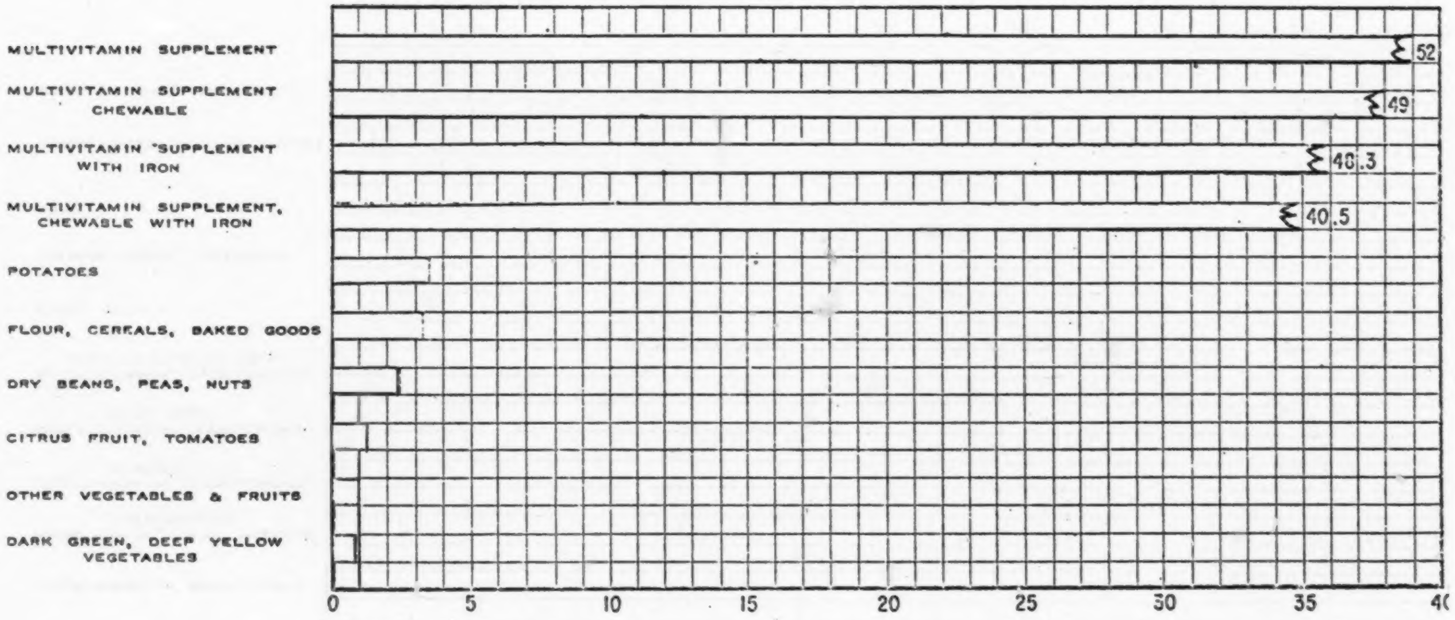
THIAMINE YIELD
, FOR ONE DOLLAR SPENT

1 ADULT RDA = 1.4 MG. = 1 SQ.



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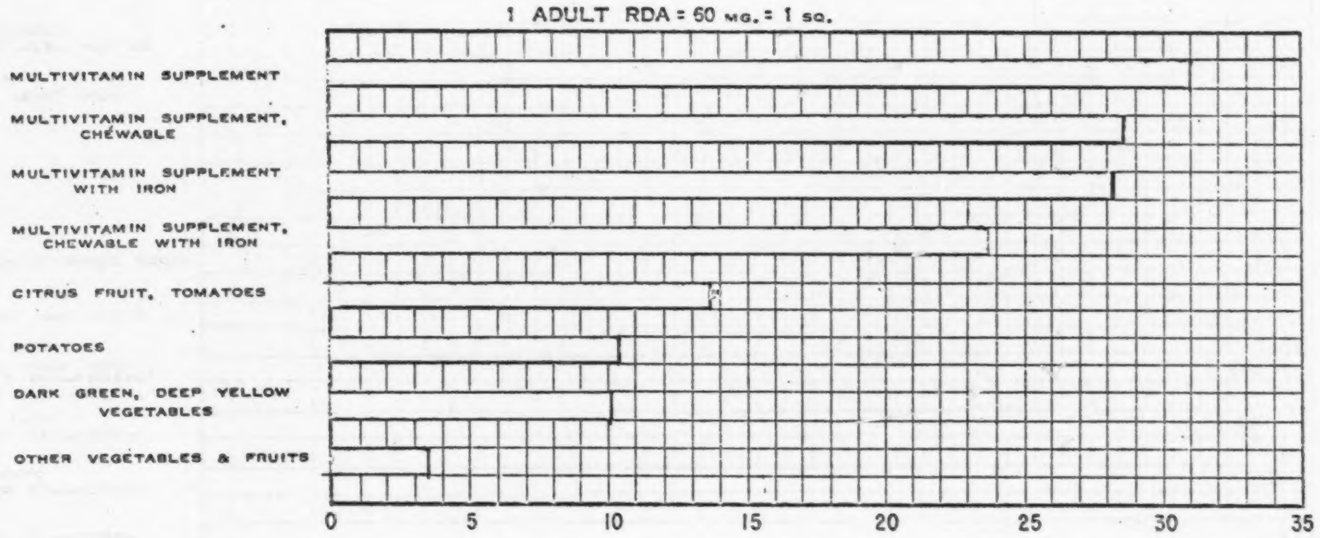
ASCORBIC ACID YIELD
FOR ONE DOLLAR SPENT



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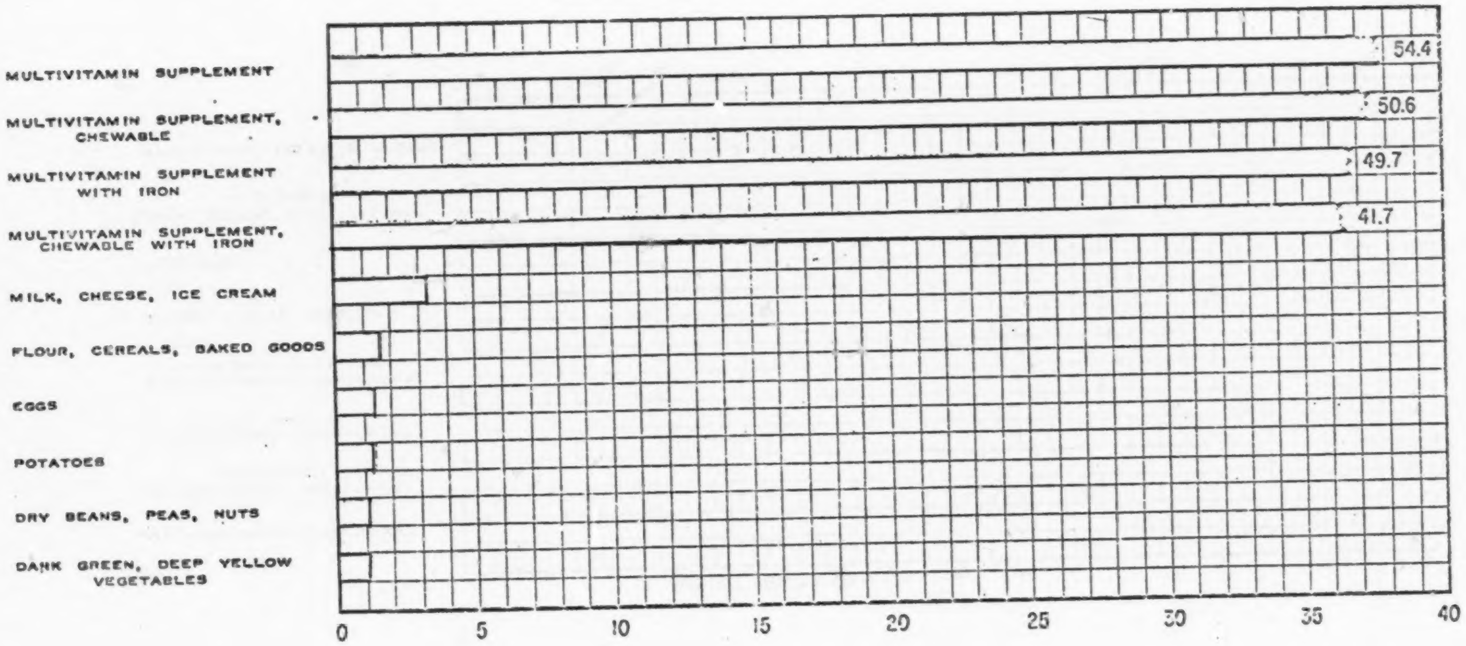
RIBOFLAVIN YIELD
FOR ONE DOLLAR SPENT

1 ADULT RDA = 1.7 MG. = 1 SQ.



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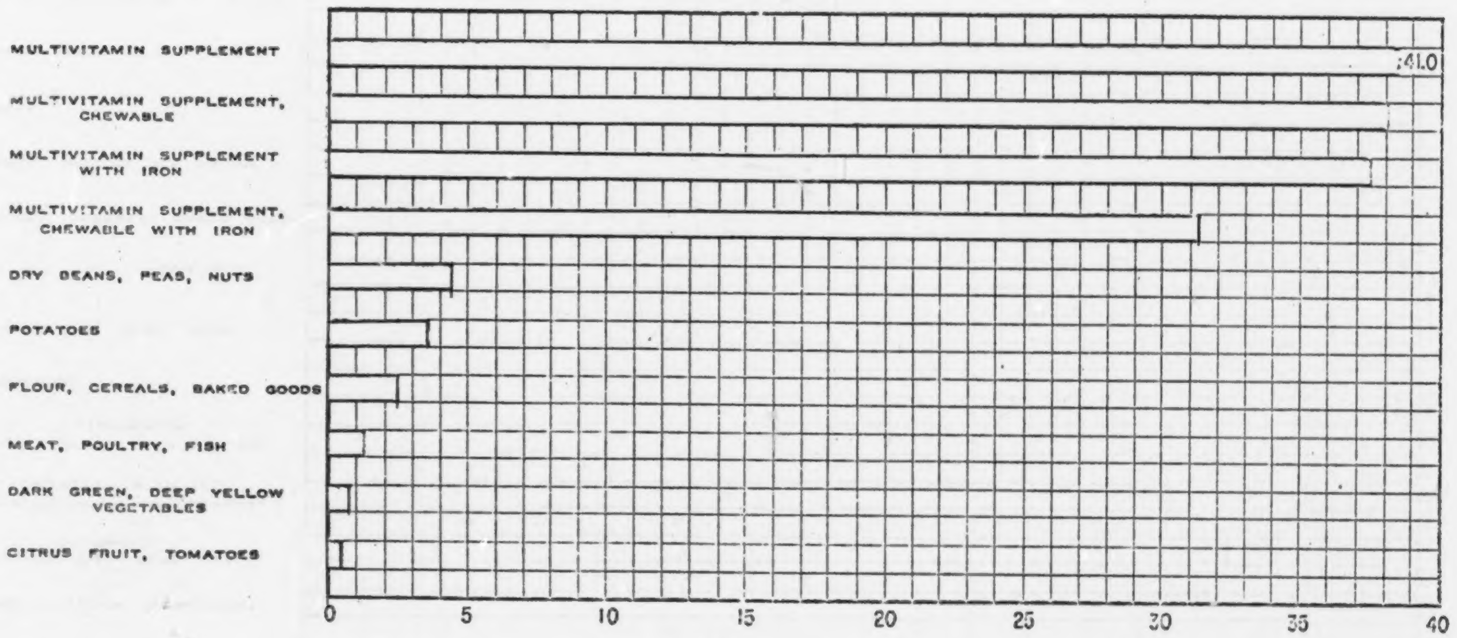
AGR. RESEARCH SERVICE, U. S. D. A. NOVEMBER 1962
E. COFER, E. GROSSMAN AND F. CLARK

NIACIN YIELD
FOR ONE DOLLAR SPENT

1 ADULT RDA 13 MG. 1 SQ.



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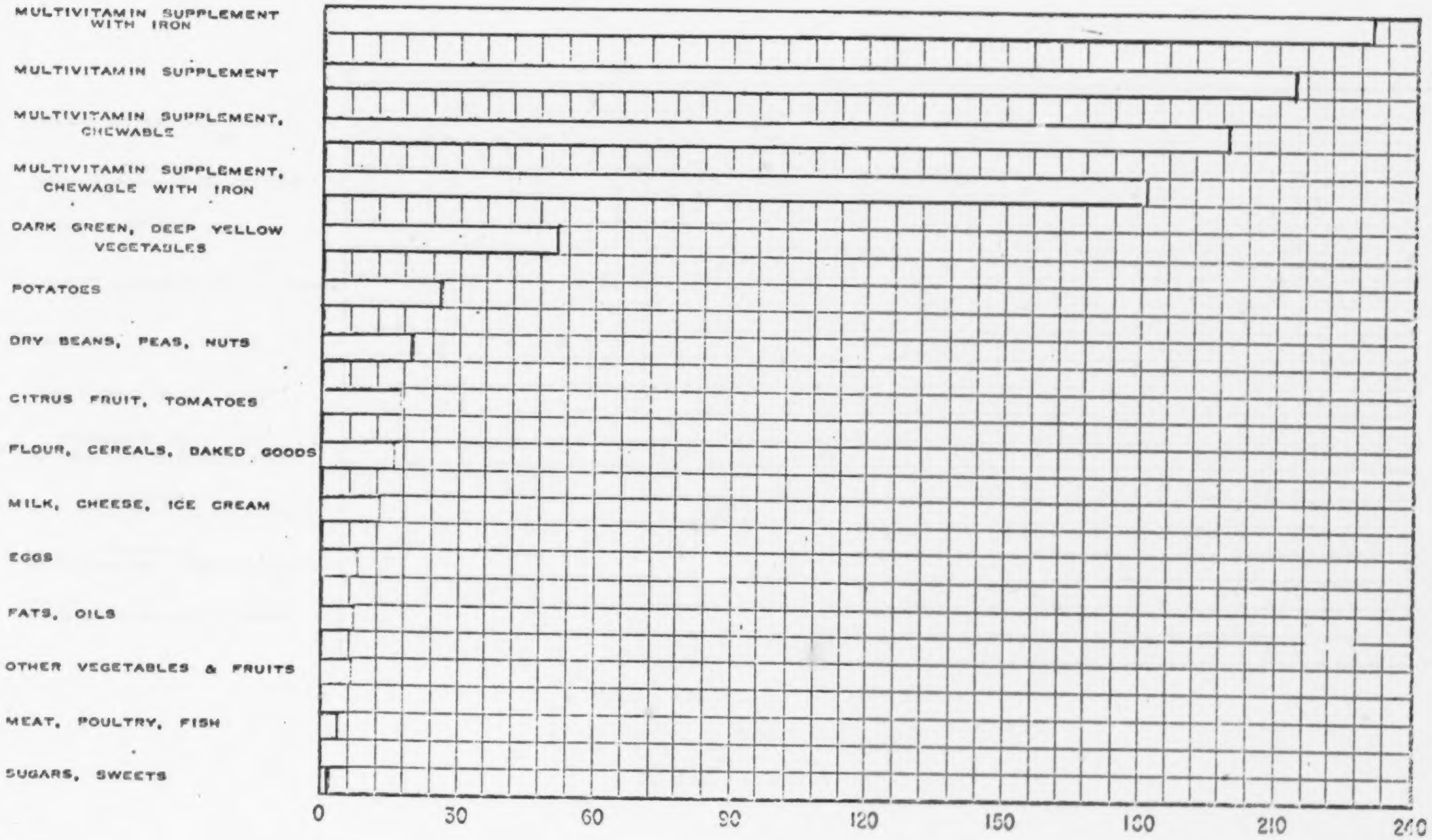
E. COFER, E. GROSSMAN AND F. CLARK

TOTAL RDA UNITS/DOLLAR
(CALORIES, PROTEIN, CA, FE & 5 VITAMINS)

6 UNITS / sq.



CHOCKS—2.91¢/tablet—$\frac{100}{2.91}=34.4$ tablets/dollar

Vitamin A	172,000 U.S.P. units.
Vitamin D	13,760 U.S.P. units.
Thiamine	68.8 mg.
Riboflavin	86 mg.
Niacinamide	688 mg.
Vitamin C	1720 mg.
Pyridoxine	34.4 mg.
Cyanocobalamin	34.4 mg.

CHOCKS Plus Iron—3.51¢/tablet—$\frac{100}{3.51}=28.5$ tablets/dollar
Yield/dollar

Vitamin A	142,500 U.S.P. units.
Vitamin D	11,400 U.S.P. units.
Thiamine	57 mg.
Riboflavin	71 mg.
Niacinamide	570 mg.
Vitamin C	1425 mg.
Pyridoxine	28.5 mg.
Cyanocobalamin	28.5 mg.
Iron	285 mg.

Calculated on the basis of composite retail for first quarter 1969.

ONE-A-DAY—2.70¢/tablet—$\frac{100}{2.70}=37$ tablets/dollar
Yield/dollar

Vitamin A	185,000 U.S.P. units.
Vitamin D	14,800 U.S.P. units.
Thiamine	74 mg.
Riboflavin	92.5 mg.
Niacinamide	740 mg.
Ascorbic acid	1850 mg.
Pyridoxine	37 mg.
Cyanocobalamin	37 mg.
Calcium pantothenate	37 mg.

ONE-A-DAY with Iron—2.96¢/tablet—$\frac{100}{2.96}=33.8$ tablets/dollar
Yield/dollar

Vitamin A	169,000 U.S.P. units.
Vitamin D	13,520 U.S.P. units.
Thiamine	67.6 mg.
Riboflavin	84.5 mg.
Niacinamide	676 mg.
Ascorbic acid	1690 mg.
Pyridoxine	33.8 mg.
Cyanocobalamin	33.8 mg.
Calcium pantothenate	33.8 mg.
Iron	608 mg.

Calculated on the basis of composite retail price for first quarter 1969.

SECTION II.—SOURCES OF NUTRIENTS

Distribution of sources of nutrients among food groups in relation to cost.
A. Cost of nutrients from supplementary vitamin tablet.
B. Savings possible in Low Cost Food Plan (USDA)

SOURCES OF NUTRIENTS

From the 1965 USDA Household Food Consumption Survey, we have copied the table which shows the percentages of the food budget spent on the designated food groups by the average household in the United States. This table also indicates the relative percentage of the nutrients obtained from these food groups. From this table we have extracted certain food groups which contribute a large percentage of one of the micronutrients or which contribute very little of any of the important nutrients. The second table in this section shows these items and also indicates the sum of the percentages for all of them and the sum of the percentages of just the fruits and vegetables. The latter total was made on the assumption that, while certain food items have little or no nutrient content, they are and will continue to be consumed for other reasons and therefore, should not be included in a consideration of nutrition.

When we consider the fruits and vegetables, we find that about 20% of the budget is expended for these foods. For this expenditure the family will obtain 50% of its vitamin A, 88% of its ascorbic acid, but less than 10% of its calories, protein, calcium and riboflavin. These can be obtained from other sources.

The per person cost of food consumed at home per week as reported by this same survey was $8.79. The cost to this individual of all the items in this second table is 30.5% of this or $2.68 and of just fruits and vegetables is 19.6% or $1.74. The equivalent micronutrients can be obtained in the form of vitamin/mineral supplements at about 21¢/week. The loss in calcium intake if not contained in the supplement could be more than replaced by the consumption of an additional cup of skim milk at a cost of approximately 7¢ per day or 49¢ per week.

A similar table was prepared by the USDA based on the 1955 Survey and shows a very similar distribution of the food budget. This was published in Family Food Plans and Food Costs—(Home Economics Research Report No. 20, USDA, 1962) along with three suggested food plans, the Low Cost Food Plan, the Moderate Cost Food Plan and the Liberal Food Plan. These plans were revised in 1964 to conform to the revised RDA's issued that year and the cost of the plans re-evaluated. This cost is frequently revised according to the Bureau of Labor Statistics Consumer Price Index figures and appears in the issues of Family Economics Review. The March 1969 per week costs of these plans are shown below the table. If we estimate on the basis of the low cost plan that it will take about $7.20 per week to feed an individual, it will cost $7,200,000 to feed 1,000,000 people. If we then delete the fruits, vegetables and miscellaneous food categories, we reduce the cost to ¾ of the original or about $5,400,000. If we make up this loss of nutrients with a multivitamin and iron supplement ($210,000) and additional skimmed milk ($490,000), the new total cost is $6,100,000. We thus have a savings of $1,100,000 per week or $57,200,000 per year.

TABLE 5.—CONTRIBUTION OF FOODS TO NUTRITIVE VALUE OF DIETS IN THE UNITED STATES: ALL URBANIZATIONS

[In percent]

Urbanization and food group (1)	Money value (2)	Food energy (3)	Protein (4)	Fat (5)	Calcium (6)	Iron (7)	Vitamin A value (8)	Thiamine (9)	Riboflavin (10)	Ascorbic acid (11)
ALL URBANIZATIONS										
All food	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Milk, cream, cheese	12.6	12.7	20.2.	14.5	60.4	1.4	12.5	10.3	38.2	5.3
Meat, poultry, fish	32.7	22.3	41.6	37.7	3.0	30.7	15.7	23.0	23.0	.7
Mixtures, mostly meat	.9	.3	.8	.3	.1	.5	.5	.4	.4	.1
Eggs	2.9	2.4	5.8	3.5	2.3	5.6	7.6	2.7	5.6	.0
Dry legumes, nuts	1.4	2.7	4.0	2.9	1.7	4.6	.2	3.2	1.1	.2
Grain products	12.3	25.6	19.7	8.9	17.2	31.1	1.4	39.9	18.8	.9
Enriched or whole grain	6.7	17.1	15.0	3.2	13.1	27.0	.2	36.6	16.1	.5
Fats, oils	3.5	12.4	.3	28.8	.6	.2	11.0	(1)	.1	(1)
Sugar, sirup, jelly, candy	3.1	8.3	.5	1.0	1.8	2.9	(1)	.7	.8	.3
All vegetables	12.2	5.7	5.5	1.9	6.4	13.0	42.5	12.4	6.7	40.9
Dark green, deep yellow	(1.2)	(.4)	(.5)		(1.8)	(1.7)	(27.0)	(1.1)	(1.2)	(7.0)
All fruit	7.4	3.8	1.2	.3	2.6	5.0	7.3	6.4	2.6	47.0
Vitamin C rich	(3.2)	(1.4)	(.6)		(1.6)	(1.7)	(3.7)	(4.2)	(1.1)	(41.1)
Soft drinks, prepared desserts	3.1	2.1	.3		.4	.2	.7	.2		4.6
Vitamin C added	(.4)	(.4)			(.3)	(.1)	(.7)	(.2)		(4.3)
No vitamin C added	(2.7)	(1.7)	(.3)		(.1)	(.1)				(.3)
Whisky, beer, wine	3.7	.9	.1	.0	.2		.0		.5	0
Other [1]	4.1	.8	.1	.1	3.1	4.7	.3	.6	2.0	0
Total	30.5	13.3	7.2	2.3	12.7	22.9	50.8	19.6	11.8	9.25
Fruits and vegetables	19.6	9.5	6.7	2.2	9.0	18.0	49.8	18.8	9.3	87.9

[1] Includes yeast, baking powder, plain chocolate, cocoa, coffee, low calorie drinks, seasonings, etc.

Note: Money value of food used at home per person per week=$8.79. 8.79×30.5 percent=$2.68 cost of above food groups. 8.79×19.6 percent=$1.72 cost of fruits and vegetables. Cost of multivitamin supplement with iron per person per week=21 cents.

Source: Dietary Levels of Households in the United States, Spring 1965; a preliminary report. USDA, ARS 62–17 January 1968.

FROM LOW-COST FOOD PLAN PURCHASES FOR 1 WEEK FOR FAMILY OF 4 PERSONS

[Multivitamin+Fe, 83 cents for 4 for week]

	Money	Energy	Protein	Calcium	Iron	Vitamin A value	Thiamine	Riboflavin	Niacin	Ascorbic
Citrus and tomatoes	5	2	1	2	4	9	6	2	4	48
Dark green, deep yellow vegetables	1	0	1	2	3	31	1	1	1	9
Other fruits and vegetables	12	5	4	6	12	11	5	6	7	27
Miscellaneous	8	0			1					
Totals	26	7	6	10	20	51	12	9	12	84

Source: Family Food Plans and Food Costs, Home Economic Research Report No. 20, USDA, 1962. Data based on 1955 household food consumption survey.

Cost per person, March 1969:		Cost for other food groups	$5,400,000
Low cost plan (28.80÷4)	$7.20	Cost per supplement	210,000
Moderate cost plan (36.90÷4)	9.20	Cost for added milk	490,000
Liberal plan (45.10÷4)	11.30		
1,000,000 people at present food cost	7,200,000	New cost	6,100,000
Saving by dropping food groups ($7,200,000÷4)	1,800,000	Savings per week	1,100,000
		Savings per year ($1,100,000×52)	57,200,000

SECTION III.—AVOIDANCE OF SPECIFIC FOODS

Actual food budgets 1965 USDA Survey and the effect of deleting certain foods from the diet.

AVOIDANCE OF SPECIFIC FOODS

For various reasons, some individuals do not eat certain foods. This may be habit, taste, intolerance or a specific pathological problem. One such food group that is frequently avoided is citrus fruits and tomatoes which have been shown in the previous section to provide an average of 48% of the vitamin C in the American diet. From the detailed tables published by USDA on the 1965 Household Consumption Survey we can identify the amounts expended on these specific foods. These expenditures total $1.06 per household per week. Since the USDA reported an average of 3.29 persons per household, this is an expenditure of 32.2¢ per person per week. Since an expenditure of $1.00 on this food group at 1969 prices will purchase 11 RDA's of vitamin C, this expenditure of 32¢ will purchase 3.5 RDA's for one person per week or about half of his needs. If an individual avoids this food group, it will be extremely difficult for him to replace this half of his requirement by the consumption of other vitamin C containing foods while for 10¢ this can be accomplished with a multivitamin product.

Money value for food/household/week, all urbanizations USDA, 1965
3.29 Persons/Household

Citrus, fresh	$0.31
Citrus, commercially canned	.01
Tomato juice, canned	.05
Citrus juice, canned	.13
Citrus juice, frozen	.17
Tomatoes, canned	.09
Tomatoes, fresh	.30
Per household per week	1.06
Per persons per week	0.322

11 RDA's/dollar—1969 prices

$$\frac{32}{100}\times 11 = 8.52 \text{ RDA's of C Per Person per Week}$$

$$3.52\times 60 = 211 \text{ mg. Vitamin C}$$

$$\text{Family Needs } \frac{420+385+560}{4} = 441 \text{ mg/person/wk.}$$

Source: Dietary Levels of Households in the United States, Spring 1965, A Preliminary Report. USDA, ARS 62–17, January, 1968.

SECTION IV.—NUTRIENT AUGMENTATION

Effect of obtaining additional quantities of a nutrient from foods.

A. Excess of other nutrients.
B. Cost.

NUTRIENT AUGMENTATION

In the following table, the top line shows the nutrients available to the average individual in the United States as reported by the 1965 USDA Survey. The second line shows the RDA of the various nutrients for a woman 22–35 as established by the Food and Nutrition Board of the National Academy of Sciences. If we scale down all the nutrients in the average diet shown in the first line in the same proportion as the required reduction in calories, this average woman will have available to her the nutrients shown in the third line.

To bring this average diet (market basket) just up to the RDA for iron by the addition of traditional foods we have the results shown below the double line. In all cases, this additional food adds calories over and above the 2,000 RDA which will result in a gain in weight unless some compensation in diet or exercise is made for this addition. Obtaining this much iron per day requires the consumption of unreasonably large portions of most iron containing foods with the exception of liver. Liver can add undesirably large quantities of Vitamin A. A multivitamin and iron supplement will provide the iron and any of several of the vitamins in which the person might be below RDA with no addition of calories and at a cost less than ⅓ that of the most economical food source.

The prices of these foods were estimated from the May, 1969 Bureau of Labor Statistics Estimated Retail Prices by Cities and the nutrient contents were obtained from Nutritive Value of Foods, Home and Garden Bulletin No. 72, USDA, September, 1964.

NUTRITIVE VALUE OF FOOD PER PERSON

	Food energy calories[1]	Protein (g.)	Fat (g.)	Calcium (g.)	Iron (mg.)	Vitamin A value[2]	Thiamine (mg.)	Riboflavin (mg.)	Ascorbic acid (mg.)	Cost per day
Nutritive value of food per person, USDA 1965	3,211	105.8	154.3	1.113	19.5	7,330	1.57	2.38	101	
Recommended dietary allowances for women 22–35 (1968)	2,000	55.0		.8	18.0	5,000	1.0	1.5	55	
Nutrients provided by diet of 2,000 calories as in row 1 above	2,000	66.0	96.0	[3].7	[3]12.0	[3]4,567	.98	1.48	63	
Hamburger, broiled, lean, 6 oz	370	46.0	20.0	.02	6.0	40	.16	.20		23
Liver, beef, 2.4 oz	156	18.0	7.2	.007	6.0	36,336	.18	2.84	18	9.25
White bread, enriched, 10 slices	600	20.0	10.0	.160	6.0		.6	.4		11.4
Spinach, cooked, solids, 1.28 cups, 230 g	58	6.4	1.3	.271	6.0	18,432	.04	.27	31	25
Peas, canned, 1.43 cups, 356 g	236	13.0	1.4	.071	6.0	1,600	.33	.19	31	19.4
Bean soup, 2.7 cups, 683 g	464	21.8	16.0	.169	6.0	1,774	.38	.19	5	32
Multivitamin supplement, with iron					18.0	5,000	2	2.5	50	2.96

[1] 3,700 calories in excess of expenditure is equivalent to 1 pound gain in body fat.

[2] International units.

[3] Below recommended dietary allowances.

Note: Below double line are the foods that could be used to make up the deficit of iron.

Source: Nutritive Value of Foods, Home and Garden Bulletin No. 72, USDA, Revised September 1964. Nutritive Value of Food per Person. From table 3, nutritive value of food used at home per person per day in Dietary Levels of Households in the United States, spring 1965; a preliminary report. USDA, ARS62–17, 1968. Recommended Dietary Allowances for Women. From Recommended Dietary Allowances, 7th ed., 1968, National Academy of Sciences Publication 1694.

SECTION V.—NUTRIENT COMPOSITION OF DIETS BASED ON FOOD SUPPLY

The supply of various nutrients that would be obtained by consumption of the average food supply available in the United States at several caloric levels.

NUTRIENT COMPOSITION OF DIETS BASED ON FOOD SUPPLY

The per capita supply of nutrients available in the United States has been calculated by the U.S.D.A. If we assume that the individual regulates his caloric intake to about the RDA on the basis of his gain or loss of weight and selects a variety of foods (average) as available in the United States, then we can calculate his theoretical intake of the other nutrients tabulated. The first line of the table is the composition of the food supply as calculated by the U.S.D.A. The second line shows the calculated amounts of the various nutrients provided by an average diet adjusted to furnish 2,800 calories as recommended (RDA) by the Food and Nutrition Board, NRC–NAS for a man 22–35 years of age. The third line shows the RDA for all these nutrients for this individual while the fourth line shows the percentage of the RDA that this diet would provide. It is obvious that for many of the nutrients the margin for losses from various causes in vitamin and mineral content before actual consumption is minimal.

The next section of the table shows the same three sets of values on the basis of 2,000 calories as recommended for a woman 22–35 years of age. In this case we see that the woman cannot eat an average cross section of the food supply and expect to obtain the recommended quantities of several of the nutrients. She must select those foods which provide greater quantities of three nutrients in proportion to calories than is provided by the average food supply.

In the next section of the table, we make the further assumption that a woman in this age group indulges in two cocktails per day thus consuming approximately 300 empty calories. (The same sort of assumption could be made on the basis of soft drinks, candy and other items that provide only calories.) Thus this section of the table is calculated on the basis that the woman must obtain the other nutrients from food containing 1,700 calories. The actual quantities of certain alcoholic drinks that would yield these 300 calories are given on the second page.

Similarly, the nutrients supplied by the average food supply but with consumption limited to a 1,200 calorie per day reducing diet are shown in the last section of the table.

In both diets limited to less than 2,000 calories it will obviously be necessary to select foods on the basis of considerable knowledge of their composition in order to obtain the nutrients required for good health without exceeding the calorie limitation. This selection can be much more easily made and can include a much greater variety of foods if most of the micronutrients are supplied by a supplement which does not add to the caloric burden.

NUTRIENT COMPOSITION OF DIETS BASED ON FOOD SUPPLY

	Calories	Calcium (g.)	Iron[1] (mg.)	Vitamin A[2] (I.U.)	Thiamine[1] (mg.)	Riboflavin[1] (mg.)	Niacin[1] (mg.)	Vitamin C[3] (mg.)	Protein (g.)
Available for consumption, 1967[4] [5]	3,210	0.95	16.9	7,700	1.83	2.26	22.1	108.0	98.0
Recommended dietary allowance—Male 22–35	2,800	.8	10	5,000	1.4	1.7	18	60.0	65.0
Available	2,800	.83	14.7	6,700	1.59	1.97	19.2	94.0	85.0
Percent of recommended dietary allowance, male	100	104	147	134	114	116	107	157.0	130.0
Recommended dietary allowance—female 22–35	2,000	.8	18	5,000	1.0	1.5	13	55.0	55.0
Available	2,000	.59	10.5	4,800	1.14	1.41	13.8	67.0	61.0
Percent of recommended dietary allowance, female	100	74	58	96	114	94	106	122.0	111.0
If 15 percent of calories consumed as alcohol[6]	1,700	.50	8.96	4,081	.97	1.20	11.7	57.2	51.9
Percent recommended dietary allowance		62.5	49.8	81.6	97	80	90	104.0	94.4
Reducing diet	1,200	.3	6.3	2,879	.68	.85	8.27	40.4	36.7
Percent recommended dietary allowance		45	35	57.6	68	57	63.6	73.5	66.7

[1] Includes estimates of quantities added to flour and cereal products.

[2] Includes estimates of quantities added to margarine and to milk of all types.

[3] Includes estimates of quantities added to fruit juices and drinks.

[4] USDA, Agricultural Statistics 1968, p. 593, Table 807—Food Nutrients: Quantities Available for Consumption, per capita, per day, U.S.—1954–67. Quantities of nutrients computed by Agricultural Research Service, Consumer and Food Economics Research Division, on the basis of estimates of per capita food consumption (retail weight), including estimates of produce of home gardens, prepared by the Economic Research Service. No deduction has been made in nutrient estimates for loss or waste of food in the home, use for pet food, or for destruction or loss of nutrients during the preparation of food. Civilian only.

[5] Preliminary.

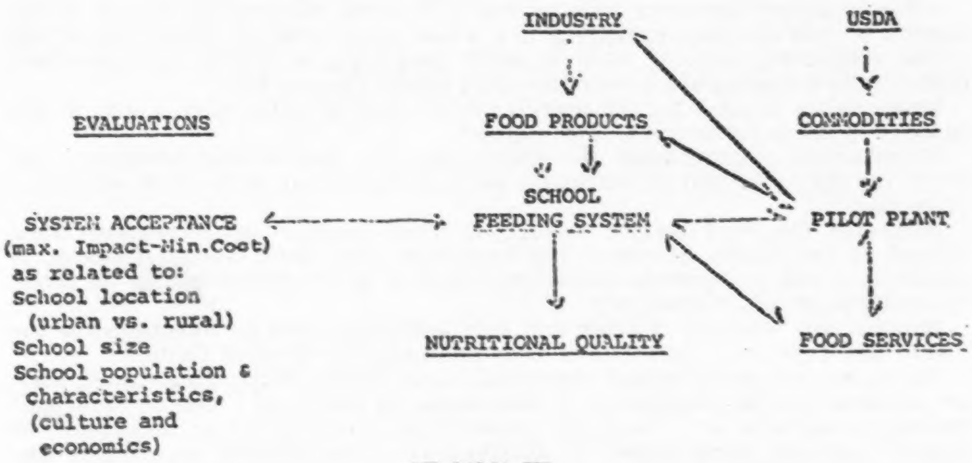
[6] 300 calories in martini=2×3½ oz; 300 calories in highball=<2×8 oz.; 300 calories in whisky=2½×1½ oz. jiggers; 300 calories in 3.6 percent beer=2 cans (24 oz.).

SCHEDULE

Field reconnaissance development of procedures—June–September 1970.
Pilot studies—September–October 1970.
Manual of procedures—October–November 1970.
Definitive demonstrations—December 1970–February 1972.
Data compilation and analysis—Emphasis February–June 1972.

II. PROGRAM

2. Project Schematic


INDUSTRY
USDA
EVALUATIONS
FOOD PRODUCTS
COMMODITIES
SCHOOL FEEDING SYSTEM
SYSTEM ACCEPTANCE
(max. Impact-Min.Cost)
as related to:
School location
(urban vs. rural)
School size
School population & characteristics,
(culture and economics)
PILOT PLANT
NUTRITIONAL QUALITY
FOOD SERVICES

[Exhibit V]

Simplified Supplemental Feeding Systems: A Concept Explored

(By Dr. Paul A. Lachance, Ph.D., Department of Food Science, Rutgers University, The State University of New Jersey, New Brunswick, N.J., Presented at 30th Annual IFT Meeting, May 24–27, 1970, San Francisco, Calif.)

There now is general agreement that malnourishment exists in the U.S.A. ranging from hunger to overnutrition (obesity), with or without identifiable signs and symptoms of outright disease. The National Nutrition Survey results are delimiting the relative degree and prevalence of malnutrition, and confirming the more limited observations of the Hunger USA team (1) and others (2) (3) (4) who attempted to signal the existence of malnutrition as fact. The Senate Select Committee on Human Needs explored practically every aspect of the problem (5) and the White House Conference on Food, Nutrition & Health has provided an extensive series of recommended actions (6).

Nearly two years ago, we at Rutgers saw a need to explore and promote action type resolutions to this problem, which even at that time, we felt was qualitatively evident. We believe that a program such as a nutrition survey, primarily devoted to measuring the problem would be unsatisfactory, and that we should strive to elucidate on a research basis various approaches to doing something about the problem, but nevertheless attempt to measure the impact of our actions.

When one considers overall community health in terms of nutrition needs and food delivery systems, different population segments can be identified, for example, pregnant and lactating mothers, infants, preschool children, school children, and the retired or senior citizen populations.

Without a doubt the most susceptible to malnourishment are the children, particularly infants from growth "in utero" to preschool age; however this latter population is also, *in terms of feeding systems*, the most difficult to reach. We chose to investigate elementary school feeding systems because the delivery system in this case was not only in need of technical innovations but also capable of being scientifically examined and manipulated to the degree necessary to benefit less defined and accessible food delivery systems. In addition to providing needed insight into the nutritional needs and the nutrition education of school children, we anticipate that experience gained with school delivery systems should be subsequently applicable to feeding systems applicable to other less captive population segments.

Under the auspices of the OEO and in cooperation with various departments of the State of New Jersey, we held two workshops in the Fall of 1969 to explore the concept and ramifications of elementary school feeding systems.

After exploring the many reasons why N.J. ranks 49th in the Nation in the number of children who participate in a school lunch program (only 33% of the public elementary schools have a lunch program), a number of guidelines evolved. The following are a few of the most significant premises:

There exists a need for an overall school feeding philosophy which is *not* based or linked to agricultural price supports.

There exists a nutritional and social need for provisioning breakfast and lunch (or the equivalent in nutrients) as an integral part of the total education of the child.

Whatever the food service system, it must provide (a) acceptable food (based on the child's criteria,) (b) have high nutritional value (built in, if necessary), and (c) provide convenience as well as consistent quality in terms of wholesomeness and stability.

Further, the concepts of *scale* and *regionalization* need to be applied to the school lunch program, particularly as it is affected by donated foods.

Therefore, we concluded that research demonstrations illustrating that ⅔ RDA of nutrients can be provided on a daily basis in *simplified*[1] feeding "systems" utilizing acceptable but newer and simpler food forms should be undertaken in schools currently handicapped by administrative *and* facility constraints, *and* further compromised by an inability to comply with existing federal regulations.

In December 1969 we proposed such a research program to the USDA and the OEO. The purpose of my presentation is to make you aware of the existence of project as of June 1, 1970 and to *outline* the objectives, the approach and the schedule.

Figure one presents a schematic of the project, table one summarizes the objectives of the research program. Table two very broadly outlines the principle criteria we will consider in evaluating the various foods, food service components and systems. At a minimum, two stages of evaluation will occur during which a product and/or feeding approach will be evaluated. First, at the bench on the basis of samples or models provided or evolved with the help of industry, and secondly, in one or more elementary school situations. Given preestablished limits of acceptance for each test parameter, a product and/or approach will either pass or fail evaluation. We intend to give reasons for non-acceptance and also will attempt to make suggested changes in the case of industry submissions.

As a neutral party in this research endeavor, we wish to be objective without causing alienations. In other words we are insisting on a spirit of good will, recognizing that there will be mistakes made. In other words we should all be working to make school lunch available to all children.

We sincerely believe that this applied research endeavor is of significant social and scientific relevance and are hoping for your cooperation and coordination.

The fourth table outlines the two year program schedule. As an integral part of the *field reconnaissance* phase, we are planning a one day food industry awareness meeting in New Brunswick in the later part of June. In this respect, we would appreciate knowing of your interest, because in spite of the list being compiled from the IFT directory, unintentional oversights are inevitable. Thank you.

OBJECTIVES

1. Recommend effective school feeding for no facility schools.
2. Investigate means of improving nutritive value and acceptability of donated commodities in school feeding. Explore use of technical and marketing ingenuity of U.S. food industry.
3. Define ways of using school feeding to promote commercial marketing of nutritionally improved foods.
4. Gather management information needed to improve the USDA feeding program.

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[1] Simplified meaning a highly convenient food service system not requiring by definition the use of steam tables, service counters, grills, etc.

EVALUATION CRITERIA

Food

Acceptability (to children).
Nutritional value (⅓ RDA/MEAL).
Safety and shelf stability.

Food service

Approach (bulk pan, prepack etc.)
Materials operation.
Efficiency.
Cost.

REFERENCES

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(3) Bard, Bernard. The School Lunchroom, Time of Trial. John Wiley & Sons, Inc., New York, 1968.
(4) Malnutrition and Federal Food Service Programs. Hearings Before The Committee on Education and Labor—House of Representatives. U.S. Government Printing Office, Washington, D.C. 1968.
(5) Nutrition and Human Needs. Hearings Before the Select Committee on Nutrition and Human Needs of the United States Senate. Washington, D.C., 1968 through 1970.
(6) White House Conference on Food, Nutrition and Health, Final Report. U.S. Government Printing Office, Washington, D.C., 1970.

MILES LABORATORIES, INC.,
Elkhart, Ind., April 5, 1971.

Hon. GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs, Old Senate Office Building, U.S. Senate, Washington, D.C.

DEAR SENATOR MCGOVERN: I appreciate very much your courtesy in providing this opportunity to make a further statement supplementing my testimony of February 24, 1971 on behalf of Miles Laboratories, Inc. relative to the quality of the protein content of textured vegetable protein foods and their costs. This letter is intended to clarify the record on certain points raised following the testimony of Mr. William B. Murphy of the Campbell Soup Company on March 2, 1971. We believe that it is important to resolve the inconsistencies you noted in the industry testimony on this subject.

Technology even now in use by Miles Laboratories, as well as other textured vegetable protein manufacturers, enables the manufacture of textured protein products with nutritional value which is comparable and in some respects, superior to meat. However, the potential of textured vegetable protein products is enormous. They can make a significant contribution to world nutrition by increasing the supply of high quality protein at lower cost. As part of Miles' long-standing commitment to good nutrition, and my personal concern for the betterment of nutrition, we consider it essential to utilize our technology and resources to make textured protein products available on a broad scale.

As I indicated in my testimony, meat patties containing 20 percent and more of textured protein extenders blended with ground beef are virtually indistiguishable from the standard hamburger and possess distinctively superior nutritional characteristics. In his testimony, Mr. Murphy indicated his belief that textured protein products would not compare favorably in cost with meat if they were made to contain the same nutritional quality. Certainly in the case of textured protein meat extenders, this is not so. Meat patties containing these extenders can be made available at significantly lower cost.

As Mr. Murphy pointed out in his testimony, the quality of protein—in addition to the amount—is an important factor in evaluating the nutritional status of food products. Protein quality refers to the efficiency with which the human body is able to utilize protein ingested as food. The more efficient the conversion of ingested protein by the body, the better the quality of the protein. The amount and balance of amino acids contained in a protein are generally regarded as the most important factors in determining the efficiency of conversion by the body. Although no two proteins have the same amino acid composition, some proteins have a more desirable amino acid composition than do others. Generally, animal proteins are regarded as having amino acid composition superior to that of vegetable proteins, but soybeans have long been recognized as a high quality protein source much superior to other vegetable proteins. As the U.S. Department of Agriculture Economic Research Service recently pointed out, soy protein products ". . . are comparable to meat in amino acids, although slightly lower in methionine and lysine." ("Emerging Product Inroads into Agriculture: Synthetics and Substitutes" United States Department of Agriculture, Economic Research Service, Presentation by Manley and Gallimore at the 1971 National Agricultural Outlook Conference, February 24, 1971). It is primarily for this reason that soybeans are the most widely used source for textured protein products.

It is important to understand that while soy proteins are intrinsically of high quality, it is nevertheless useful to supplement them by the addition of small amounts of other proteins some of which, such as egg albumin, have an amino acid composition superior to that of meat. This is not expensive and is a routine practice in the manufacture of many textured protein products. By this means the amino acid content and balance of the finished textured protein product, particularly as regards methionine, is improved. It is interesting to note that methionine could be easily and cheaply added directly to soy protein products were it not for the fact that at the present time the Food and Drug Administration does not officially regard methionine as generally recognized as safe (GRAS) for use in human foods. I understand that the Food and Drug Administration has pending a food additive regulation which would permit direct addition of methionine to textured protein foods. This regulation is needed and we are hopeful that it will issue very soon.

As mentioned above, products such as Miles' ground beef extenders provide nutrition which is, in some respects, superior to meat. These textured vegetable protein products contain no cholesterol, have relatively low fat content and the fat which is present is highly polyunsaturated. As I am sure you are aware, intake of saturated fats and cholesterol has been implicated as a major risk factor associated with coronary heart disease. Recently, the Intersociety Commission for Heart Disease Resources, a group of bio-medical scientists representing thirty of the nation's medical and scientific societies, concluded that along with cigarette smoking and hypertension, diet is a major risk factor in the increased incidence of coronary diseases. (Report of the Intersociety Commission for Heart Disease Resources: Primary Prevention of the Atherosclerotic Diseases; Circulation XLII:A51–A95, December, 1970.) Cholesterol, saturated fats, and excessive caloric intake are of principal concern. There are obvious advantages in a high quality protein source such as Miles' textured protein extenders which can be blended with meat products, thereby reducing the total cholesterol and saturated fat content. The caloric content of the combined meat and extender product is also reduced by use of these extenders.

One hundred grams of hamburger, for example, contains 268 calories (Item 369, *The Composition of Foods*, Handbook 8, of the United States Department of Agriculture). Miles' textured protein extender contains only 110 calories per 100 grams. Because of the need to avoid excessive caloric intake, the ratio between protein content and calories ingested is the most informative measure of the nutritional value of a protein source. The proposed Definition and Standard of Identity for Textured Protein Products is based on protein content per 100 calories. Mr. Murphy in his testimony indicated that according to the proposed textured protein standard there would be 6 grams of protein per 100 calories whereas meat has 17 grams of protein per 100 calories. This is not correct. Hamburger contains substantial amounts of fat which contributes many calories without corresponding protein contribution. On a caloric basis hamburger yields about 6.3 grams of protein per 100 calories (based on protein and caloric values listed in *The Composition of Foods*, Handbook 8 of USDA), whereas Miles' extender yields about 18 grams of protein per 100 calories. The following chart directly compares the products:

Regular Ground Raw Hamburger	*Miles' Beef-like Extender**
100 gram sample:	
17.9 grams protein	20 grams protein
21.2 grams fat	0.2 grams fat
268 calories	110 calories
100 calorie sample:	
6.3 grams protein	18.1 grams protein
7.9 grams fat	0.2 grams fat

* In the finished form which is rehydrated with water on the basis of two parts water with one part extender.

The proposed standard of identity for textured protein products provides for a variable protein quantity level that is determined in part by the biological quality of the proteinaceous material utilized. The proposal would require that an amount of the standardized textured protein product supplying 100 calories must have a *minimum* protein content which is not less than the biological equivalent of 6 grams of casein. (Casein is protein obtained from milk which is generally recognized as a useful standard for protein quality.) The proposed standard of identity further provides that in no event can the protein of a biological value (quality) of less than 70 percent casein. This means that if the protein present in the textured protein product had the minimum biological value of 70 percent casein, approximately 8.5 grams of the textured protein product would be required in order to yield the 6.0 grams of casein equivalent protein per 100 calories specified in the standard. This draft standard of identity was informally reviewed with individual members of the Food and Nutrition Board of the NAS/NRC prior to submission to the Food and Drug Administration. They expressed general concurrence with this proposed approach to protein quality.

The USDA Economic Research Service statement previously referred to includes a most dramatic cost comparison between meat and other protein sources, including soybean flour, which is illustrative of the relative basic costs of soy protein and meat protein. This comparison is based on the costs of "net utilizable protein," a measure of protein quality which calculates the proportion of protein that is available for retention in the human body. This comparison shows beef with a per pound cost of net utilizable protein of $3.26 versus soybean flour at 31 cents per pound. The inherent cost advantages of soy proteins are reflected in the prices at which textured protein extenders are available from Miles. We market textured protein extenders which supply comparable, or when measured on a per calorie basis, substantially more high quality protein than a pound of ground beef for 20 cents at wholesale as compared to about 66 cents per pound for ground beef at wholesale.

It should be clearly understood that the retail cost per pound of many textured vegetable protein meat analog products is not at the present time less than that of uncooked meat counterparts. This is largely due to the relatively low production volume of such products and the greater complexity of the flavoring and processing required. It is to be expected that as acceptance of these products improves and production volumes increase correspondingly, unit costs will decrease. Even now, however, when the fat and moisture losses during cooking of meat products are considered, textured vegetable protein meat analogs already present some cost advantages. These fat and moisture losses, known as "cooking shrink," exists at a significantly higher rate in meat than in textured vegetable protein products. Cost comparisons made on a per serving basis generally favor textured vegetable protein analogs.

It is obvious that this is an immensely complex subject. I trust that the data furnished herein, prepared in collaboration with my associates at Miles, will provide useful clarification. I will be happy to supply further information as desired and I would appreciate the opportunity, at your convenience, to discuss these and other matters with you.

Very truly yours,

WALTER A. COMPTON, M.D.

CAMPBELL SOUP CO.,
Camden, N.J., April 15, 1971.

Hon. GEORGE MCGOVERN,
Old Senate Office Building,
U.S. Senate, Washington, D.C.

DEAR SENATOR MCGOVERN: Recently we had an opportunity to review Dr. W. A. Compton's letter of April 5, 1971, addressed to you, covering part of my testimony presented before you on March 2, 1971. The comments which follow have been prepared in collaboration with our nutrition scientists.

In Dr. Compton's letter it was indicated that "textured vegetable protein product manufacturers could manufacture textured protein products with nutritional value which is comparable and in some respects, superior to meat." We do not take issue with the long-range importance of these products but feel that caution should be exercised in portraying them to be superior to, or even comparable to meat. The term "nutritional value" is rather vague and misleading. Does it mean protein alone or protein (including quality) plus other nutrients (either naturally occurring or as an additive)?

Recommendation 14 by Panel III-I of the White House Conference on Food, Nutrition and Health aptly states this need as follows: "Where a new food purports to be a substitute for a traditional food, it should be required to provide equivalent nutritive qualities." The human requires sustenance for a long and enduring life, with maximum capacity for the resistance to disease and control of stress. When we consider changing a most central staple of the American diet, we cannot overemphasize the need to insure the presence of at least the equivalent protein quality as well as the vitamins and minerals in the food substitute. In our view, it would be unfair to the American public to do otherwise.

We appreciate the great need for increased protein supplies over the decades ahead. That is why I led off, in my testimony, with the statement that "I am strongly in favor of the development of foods that substitute for the traditional or customary foods for some of the long-term food needs of our country. I think the work done to date on soy-based textured proteins is great and should be carried forward with enthusiasm." The point we want to emphasize relates to the American teenager who buys a substitute hamburger; we as responsible Americans, should have evidence at our fingertips that the teenager is getting at least the equivalent amount of all nutrients in a normal hamburger, and that these nutrients are as readily available and utilizable by the body. Admittedly and unfortunately, we must extrapolate from animal studies to human circumstances. Dr. Compton stated that "meat patties containing 20 per cent and more of textured protein extenders blended with ground beef are virtually indistiuguishable from the standard hamburger and possess distinctively superior nutritional characteristics." If the textured protein product is supplemented with egg albumin, this may be true in regard to protein quality itself; however, proof via feeding studies shoud be provided. Even if this were true, it woud not take into account the other nutrients (vitamins and minerals) supplied by meat. Long-term studies with laboratory animals and man would demonstrate this. Short-term animal studies (Net Protein Utilization—10 days, and Protein Efficiency Ratio—28 days) wherein the basal diet is supposedly complete in all respects except for protein would not show this.

Dr. Compton has questioned the statement that meat has 17 grams of protein per 100 calories. This statement was made in response to a direct question and not part of the original testimony; nevertheless, the figure of 17 grams per 100 calories approximates many of the values found in Handbook No. 8 (Composition of Foods, U.S.D.A.). A few examples are given below:

	Grams per 100 calories	P.E.R. product × grams per 100 calories[1] P.E.R. casein
Chicken:		
Light meat without skin	19.0	22.8
Dark meat without skin	15.8	18.9
Beef round (separable lean)	16.0	19.2
Pork ham (separable lean)	13.6	16.3
Hamburger:		
Lean	12.5	15.0
Regular	6.6	7.9
Mile's beeflike extender (according to Dr. Compton's letter)	18.1	[2] 12.6

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[1] Federal Register, Dec 5, 1970; 15a.(2).
[2] Assumes P.E.R. 70 percent of casein.

When one applies the formula given in paragraph 15a. (2) (Federal Register, December 5, 1970)—(the protein efficiency ratio of protein expressed as a fraction of the P.E.R. of casein multiplied by the amount of protein in grams, per 100 calories, is not less than 6.0), to these as well as the Beef-Like Extender, one can find examples of several meat sources that are superior to the two products compared in Dr. Compton's letter. Please note that according to the Proposed Standard of Identity, a value of 6.0 grams/100 calories, considering the product's quality reference to casein, would be permitted as an acceptable substitute for meat. This value, as you can see, is less than ⅓ that of chicken. We also disagree with Dr. Compton in his statement that—"the ratio between protein content and calories ingested is the most informative measure of the nutritional value of a protein source." As stated in my previous testimony, "to state that a substitute protein product has equal protein quantity is not enough. It must have equal protein quality as well, if it is to pose as a true substitute."

Dr. Compton states, "It is important to understand that while soy proteins are intrinsically of *high* quality, it is nevertheless useful to supplement them. . . ." If they are intrinsically of high quality, why does the "Proposed Standard of Identity" (Federal Register, Dec. 5, 1970) state that these products should have a biological quality of not less than 70% of that of casein? (The biological quality of 70% of that of casein would actually be only about 58% that of meat with a P.E.R. value of 3.0 for which it is being substituted.) If they are *high*, why does Dr. Compton urge the adoption of a regulation to permit the direct addition of methionine to textured protein foods? Some free amino acids may be absorbed readily, and enrichment of lower quality proteins with pure amino acids may be less effective than mere calculations would indicate. A number of investigators have shown that mixtures of amino acids are less effective supplements than proteins of similar composition.

With but one exception, we do not take issue with the statement, "They (TPP) can make a significant contribution to world nutrition by increasing the supply of high quality protein at lower cost." The exception is the term "high quality." Because TPP are deficient in the essential amino acid methionine (as well as limited in a second essential amino acid) this term is incorrect. It would seem more accurate to present these sources as "fairly good quality protein." Additionally, according to the Federal Register (Dec. 5, 1970), paragraph 15a. (1) textured protein products can also be made from cottonseed, peanuts, sesame, sunflower and wheat, some of which are not even as good as soybeans. We do not raise issue with the fact that soybeans have a protein quality superior to many other vegetable proteins. Nevertheless, slightly lower levels of limiting essential amino acids can be very important, when one considers altering the choice for meat-like products. Also, the supplementary relationships in addition to individual protein qualities, are important factors in dietary considerations. The addition of deficient amino acids to plant proteins is not necessarily enough to increase the quality of the protein to that of the best of the animal protein products.

The biological value of protein is determined not only by its essential amino acid content but by its essential amino acid balance. Therefore, the more closely that the amino acid pattern of the absorbed nitrogen conforms to the pattern utilized for protein synthesis, the higher the biological value of the protein. Admittedly, balance and proportion are more critical at low rather than high protein levels—but that should also be our concern. If these items are cheaper they will also be consumed by teenagers with improper diets and by other diets low in total protein.

Meat consists of a colloidal system of approximately 65–73% moisture, 16–23% protein, 1–2% soluble non-protein substances, variable amounts of fat and significant quantities of a large number of minerals and vitamins. All of the essential amino acids are present in sufficient quantity in meat to provide a high biological value. Among the minerals in meat are potassium, sodium, magnesium, phosphorus, iron, zinc, copper, manganese, small amounts of calcium and numerous others. The vitamins, thiamine, riboflavin and nicotinic acid are present in meat in rather large quantities, and are especially high in pork. Meat also contains readily utilizable forms of vitamin B_6, pantothenic acid, biotin, folic acid and vitamin B_{12}, all of which are essential for life. The Proposed Standard of Identity gives assurance only for amounts of thiamine, riboflavin, nicotinic acid, vitamin B_6, vitamin B_{12} and iron. Please note that there are no assurances given for the presence of the other constituents—some of which may be of paramount importance in certain diets. Additionally, the forms of the nutrients added may not be as advantageously utilized as the natural form in meat. Supporting this view is the recent suggestion (NAS, Iron Workshop, March 8–9, 1971) that iron in animal protein is more readily absorbed than when added directly or from other foods. It has been suggested that this may be due not only to the high availability of iron in the iron-containing pigment (myoglobin), but also possibly due to the facilitating effect of the complete balance of animal protein. It seems reasonable that the composition of the diet may substantially influence the utilization of the constituents of the diet itself. It was also suggested by a U.S.D.A. official at this same meeting, that within the next few years we will, as a nation, probably face up to our needs for zinc and folic acid. Animal tissues contain these constituents. Would they be equally utilizable if they were added in fortification programs? Admittedly, this is partly speculation on the future—but some of these answers should be provided before the consumer is subjected to drastic changes in a most central food staple—with the implication that one food is a substitute for another.

We must also point out that the relationship between the intake of saturated fats and cholesterol and coronary heart disease is still a controversial issue. Also, there is some evidence to implicate polyunsaturated fats with certain health problems.

In summary:

(1) We think the future for vegetable proteins is bright and, as I indicated previously, the work "should be carried forward with enthusiasm."

(2) These proteins should be judged from a quality as well as a quantity standpoint. The effectiveness of these vegetable proteins should be proved by extensive long-term feeding tests.

(3) I firmly believe that vegetable proteins should stand on their own merit and "do their own thing." Short of this, they will be sold as "meat-like," "ham-like," or as extenders and are likely to find their way into the meat staple without consumer understanding or recognition.

(4) We strongly believe, as stated in my previous testimony, that there is a good chance that the protein efficiency of soybeans can be substantially improved by genetic means.

(5) They cannot be substitutes for meat unless they contain *all* of the components of meat which contribute to the health of our people.

Sincerely yours,

W. B. Murphy.

Dr. Compton. I shall highlight it briefly for you now but in the interest of conserving time, much essential detail, contained in my prepared statement, will, of course, be omitted from this presentation.

May I say at the outset, Mr. Chairman, that, in our opinion, the problem of the improved delivery of nutrients of high quality to the American public is beginning to receive the attention it deserves due in large measure to the work of this committee.

Miles Laboratories has major involvement in two nutritional areas which I think will be of particular interest to this committee—dietary vitamin supplements, and textured vegetable protein foods.

VITAMIN SUPPLEMENTS

Obtaining from table foods adequate amounts of those vitamins which have been shown to be necessary to health requires uniformly regular, extremely careful and intelligent selection, preparation, and consumption of foods. This very often is simply not being accomplished, authoritative studies have consistently shown that large numbers of people, for whatever reason, fail to consume recommended dietary allowances of essential vitamins in their ordinary diets.

At our request, the Arthur D. Little organization conducted a massive literature search of studies of nutritional status among U.S. population groups. This review concluded that from 31 to 57 percent of the persons surveyed in these groups had diets which were not sufficient to furnish the recommended amounts of vitamins and minerals.

Studies have also shown that inadequate vitamin intake is not confined to particular economic groups, age, sex, or geographic location.

During the spring of 1970, Miles sponsored the appearance of 14 leading nutritionists and physicians in the FDA hearings on "Foods for special dietary uses." These experts, as did Government and other experts, offered extensive, detailed testimony as to the need for and value of dietary supplements.

By its extensive participation in these hearings, Miles assisted in bringing together in one record perhaps more information as to the vitamin and mineral nutritional status of our population than has ever before been assembled in one place.

We are convinced that the major nutritional problem is that of delivering the proper balance of quality nutrients to people in forms which they can afford, will accept and which they will consume and from which the nutrients will actually be biologically available.

Contrary to a common misconception, vitamins and minerals in pure form, as in a dietary supplement, are identical chemically and in physiological action to the vitamins and minerals contained in traditional foods. Such supplements are sometimes mistakenly classified as drugs, but they are, in fact, part of the total dietary and are therefore quite properly regarded as foods.

Routine use of vitamin supplements containing the recommended dietary allowances presents no risk of toxicity and, at a cost of only a few cents a day, in a single convenient preparation, can insure to the individual a continued basic supply of all those vitamins which he normally needs.

Rationally formulated vitamin supplements provide the most efficient and economical way of delivering these micronutrients, at least until such time as we have reached that ideal state where all our population has sufficient resources to purchase table foods without economic restraint, where all are educated as to the necessity for proper selection, preparation and consumption of a varied diet—and, perhaps most difficult, are willing to do so.

We believe that the school lunch program offers an especially appropriate opportunity for the use of vitamin supplements. In contrast to supplying only about one-third of the essential vitamins as at present, this would guarantee delivery to children of 100 percent of their recommended dietary allowances.

Then, if the rest of their lunch could provide a good supply of quality protein and sufficient calories, we could be a great deal surer than we now are that these children are adequately nourished—not just averagely but each individually.

We at Miles have calculated that we could easily prepare and furnish a good-tasting chewable vitamin supplement which we think every one of these children would want to eat, containing 100 percent of the recommended dietary allowances, plus the full iron allowance, at a cost of approximately one cent or less a day. By this means, school lunch meal planners would be free to devote 95 percent or more of their hard-pressed budgets for purchase of quality protein and other nutrients.

In keeping with this thought, Miles has made many efforts to evaluate means of providing the economically disadvantaged with vitamin supplements.

We approached the Office of Economic Opportunity to use vitamin supplements in public assistance programs, but were advised by them to approach local centers individually.

Accordingly, multiple vitamin-iron supplements are distributed through the Martin Luther King, Jr. Child-Parent Center in Baltimore where they were so well accepted that on request the program has been expanded to cover the entire household of these participants.

Additionally, we have moved to establish a program in Minnesota.

In West Virginia, we are donating vitamin supplements to the Appalachian operation health program.

We have long donated vitamins to the Charity Hospital in New Orleans.

We have offered vitamins for use in a pilot program operated by the Rural Council for Community Action in Cumberland, Maine.

We are also exploring the possibility of sponsoring a test program of supplementing school lunches.

TEXTURED VEGETABLE PROTEIN FOODS

Turning to protein nutrition, Miles, through its Worthington subsidiary, is a pioneer in the development and marketing of textured vegetable protein foods. We are excited by the capability of this new food source to improve world nutrition qualitatively and quantitatively through supplementing conventional protein food sources.

The excellent nutritional characteristics of textured protein foods such as meat extender will, I believe, be of particular interest to this committee. As my formal statement details, they are very much the nutritional equal of meat. Additionally, they can be made available at substantially lower cost than animal protein and in equal or even superior quality.

But the extent to which they can become available on a really large scale unfortunately in part is dependent on future fundamental changes in regulatory attitudes. It is our hope that the work and influence of this committee can expedite progress now being made.

With today's technology textured vegetable protein food can be "engineered" into an almost complete spectrum of conventional food characteristics. Texture, shape, mouth feel, flavor, and color—the basic components of food appeal—can be essentially duplicated, so that they have excellent acceptability.

The protein level of these foods as well as the other basic nutrients can be precisely controlled and set at levels consistent with good nutrition. By controlling the amount of fat and using vegetable oils which are highly polyunsaturated, the textured protein can be made completely free of cholesterol and lower in calories.

In contrast to animal protein, meat analogs can be manufactured with low bacterial count and low enzyme content to prolong shelf life. They offer significant economic advantage in this time of rising animal protein costs; a grazed acre of land can produce 43 pounds of animal protein, but if the same acre is planted to soybeans, it will yield about 450 pounds of vegetable protein.

Of immediate availability is the enormous potential for the use of vegetable protein meat extenders. Meat patties containing 20 percent and more of our textured protein extender blended with ground beef are virtually indistinguishable from an ordinary hamburger and have comparable or even slightly greater protein content with less cholesterol and fewer calories.

Efficient utilization of these extenders could result in better nutritional quality and at significant savings to the public. For example, at current prices, a pound of ground beef costs about 66 cents at wholesale, whereas the Miles beef-like granules extender supplying the same amount of high quality protein would cost at wholesale about 20 cents; and, yet, current regulatory attitudes classing these products as adulterants along with traditional nonmeat fillers would limit their usage in many instances to 5 percent or even less.

Just as with vitamin supplements, textured protein meat and other food analogs and meat extenders can make an important economic and improved quality contribution to school lunch programs. Some of our products are presently being studied by Rutgers University in a school lunch evaluation program sponsored by the Department of Agriculture and the Office of Economic Opportunity.

Furthermore, development of a flavored protein drink has recently been completed and has just been submitted to Rutgers University for evaluation. With existing technology, beverages with acceptability on a level of that with popular soft drinks and containing protein approximately equal to that of cow's milk can be manufactured.

DETERRENTS TO OPTIMUM USE OF VITAMIN SUPPLEMENTS AND TEXTURED VEGETABLE PROTEIN FOODS

Perhaps the greatest bar to good nutrition in this country is the still widespread complacency reflected in the misconception that the so-called American diet in "this land of plenty" will automatically take care of all nutritional problems; this simply has not been the case. The hazard of obesity and the mounting toll of circulatory disease give evidence to the contrary.

This unfortunate complacency has been accompanied by regulatory barriers impeding progress in nutritional improvements in this country's dietary. For example, proposed and still pending FDA regulations would require deprecatory labeling statements on vitamin supplements and in spite of increasing recognition of the nutritional and economic advantages of textured protein foods, regulatory opposition to their use except as specialty products for very limited population segments unfortunately continues.

The new foods panel of the White House Conference on Food, Nutrition, and Health clearly recognized that inconsistent regulatory requirements and the multiplicity of regulatory agencies result in artificial barriers which can interfere with the public interest and hinder the development of new foods.

In attempting to deal with this situation, this panel recommended that a single code of regulatory requirements be developed by the Federal Government which could be adopted on a uniform basis throughout the country. We strongly believe that enlightened Federal regulatory policy in this area will provide important direction for local authorities in formulation of policy at the local level.

NUTRITION EDUCATION

I must comment, however briefly, upon the vital role of advertising in nutrition education. We recognize that advertised messages cannot substitute for sound grounding in basic principles of nutritional hygiene, which must ultimately come from improved courses in our schools.

We, nevertheless, share the hope which the distinguished chairman of this committee expressed 2 years ago when he said that we can "tap that advertising resource as a nutritional educational tool."

You can be sure that extensive consumer advertising was and is required to inform the general public as to the need for and value of vitamin supplements. Miles began marketing such supplements in the early 1940's and, to a large extent, we have and continue to carry the burden of informing and educating the public in this important area of nutrition.

We are currently exploring means of developing advertising messages with increased nutrition education content.

Utilizing mass media advertising to popularize children's chewable dietary supplements has represented a significant step towards guaranteeing that children in the age group 2–12—were themselves interested in receiving adequate amounts of vitamins and iron. This age group was singled out by the White House Conference as meriting priority attention.

There has been as a result of this advertising a substantial increase in overall usage of children's dietary supplements.

SUGGESTIONS AS TO FUTURE WORK OF THIS COMMITTEE

As a company vitally interested in improving the nutrition of the American people, Miles wholeheartedly supports the continued work of this committee. To encourage a stronger role by industry, we suggest that continued emphasis be given:

To oversee and help coordinate the multitude of nutritional activities growing out of the past work of this committee and the White House Conference on Food, Nutrition, and Health.

To stimulate improved nutritional education, in which we believe advertising can play a useful role. Nutritional education at the grade school level is of special importance.

To encourage more enlightened and centrally coordinated regulatory policy at all levels of Government so that industrial ability to deliver quality nutrients to the American people will not be impeded.

CONCLUSION

Nothing I have said should be regarded as blunting the need for people to obtain as good and varied a diet of high quality table food as they can. Good nutrition now and for the foreseeable future depends primarily on these foods.

We at Miles can provide means to insure the basic essential vitamin intake by the most efficient possible means through dietary vitamin supplements; we also offer an economical way to augment the supply of good quality protein through textured vegetable protein products.

The school lunch program is perhaps an ideal example where need is greatest and where both can be immediately applied.

I emphasize again Miles' offer to use its considerable experience and competence, in cooperation with this committee and Government agencies in the implementation of such a program.

I urge your concerted efforts to clear the regulatory decks to permit more efficient use of both vitamin supplements and textured protein nutrients so that the benefits of modern technology can be realized at the earliest point in time and ease pressure on hard-pressed food budgets.

I sincerely appreciate the opportunity to inform you concerning Miles' efforts and capabilities in nutrition, and thank you for inviting me to appear.

The CHAIRMAN. Thank you very much, Dr. Compton, for your testimony.

Senator Dole has to go on to another session so I am going to defer to him on questions.

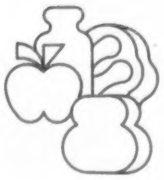
Senator DOLE. Thank you, Mr. Chairman.

First, I wish to commend Mr. Cook and the witnesses and GMA in general for their splendid record the past year and prior to that time in their efforts to help eradicate what we refer to rather generally as hunger in America.

Mr. Chairman, I would ask permission at this time to make a part of the record a report to the President by the food manufacturing industry entitled, "One Year After."

The CHAIRMAN. Without objection, that will be made a part of the record.

(The report follows:)



One Year After

A Report To
The President Of
The United States
On The White House
Conference On
Food, Nutrition And
Health

From The Food
Manufacturing
Industry

Introduction

Slightly over one year ago, the White House Conference on Food, Nutrition and Health was held in Washington. It brought together perhaps the broadest, most inclusive assemblage ever convened of representatives of industry, government, the scientific community and the public to consider the nutritional status of Americans.

The Conference defined four basic responsibilities of government and the food manufacturing industry:

1. To enhance the nutritional well-being of all Americans.
2. To provide information to facilitate consumer understanding about food and nutrition.
3. To assure the safety and quality of all food products.
4. To assist in the improvement of the American social environment.

This is a review of the progress that has been made by the food manufacturing industry over the past year in discharging its share of those basic responsibilities.

The great majority of the recommendations of the White House Conference on Food, Nutrition and Health were not directed at the food industry. For example, the two most frequently made recommendations—establishment of an income-maintenance program and expansion of the food stamp program—were clearly aimed at the Federal Government. A response is made in this report to the recommendations appropriate to the food manufacturing industry. In addition, this report outlines how the food industry has been supportive of government's attempt to meet the recommendations directed to it; for example, industry's efforts in behalf of food stamp expansion and the Family Assistance Plan.

The Conference clearly recognized the ability of the American farmer, the food processor and the food retailer to provide the vast majority of Americans with an abundance of wholesome foods. It also recognized the problem of those who, because of economic reasons, are unable to share in this abundance.

The American food manufacturing industry is committed to the fulfillment of both the spirit and letter of the White House Conference on Food, Nutrition and Health—to the development of new, highly-nutritious food products as well as the enrichment and fortification of more traditional products . . . to the ability of all consumers, regardless of economic position, to share in the abundance of the marketplace . . . to information and education programs to help consumers make wise food consumption choices . . . to voluntary and joint industry-government activities to assure the highest quality and safety possible in all food products . . . and to the application of corporate resources to inner-city projects, minority entrepreneurs, education, and other activities designed to improve the American social environment.

1.

To Enhance The Nutritional Well-Being of All Americans

There are two facets of this, our most basic responsibility, to the American consumers. The first involves the provision of a plentiful supply of highly-nutritious food products through a free and open marketplace. The corollary to this is the right of all Americans to participate in the marketplace and avail themselves of good nutrition through these products.

PROVISION OF HIGHLY-NUTRITIOUS FOOD PRODUCTS

The American food industry is actively engaged in providing maximum nutrition at reasonable cost. As the changing American lifestyle brings new eating habits and thus creates new nutritional needs, an important marketing effort by all segments of the food industry is responding to meet these needs.

New Food Products

Applying advanced research and development techniques, American food companies have provided consumers with new food products high in nutrition. One unique product, when eaten in conjunction with milk, provides sufficient nutrition to serve as a meal replacement. Two cake-like squares contain vitamins A, B-1, B-2, B-12, C, D and E in addition to calcium, niacin, phosphorus and iron with as much protein, vitamins and minerals as a complete breakfast.

Another example of the new food products now available involves the simple soybean. Numerous food manufacturing companies have used the soybean to develop "analog" products which look like and taste like meat, poultry or fish. These products are manufactured from soybeans via a system which isolates the soy protein and spins it out into fibers to which eventually are added fats, flavors, coloring, nutrients, protein binders and stabilizers.

The effects of undernutrition are particularly devastating in the formative years. A hungry child has difficulty in concentrating on his school lessons; he is listless and inattentive. One major food manufacturer developed a new product with the outward form of a cake which when served with eight ounces of milk provides one-fourth of the recommended daily allowance for a 12 year old male child. The product was tested in the inner-city school feeding programs of Philadelphia and was found easy to serve since no cooking equipment or special personnel were required. Most important, however, the children liked the product and after a few weeks they showed definite signs of being more tractable and attentive in class.

Other representative examples of new, highly-nutritious food products include: a high-protein pasta made of corn, soybeans and wheat with protein value comparable to steak . . . a snack product developed for the aerospace program, now on the market, which contains vitamins, protein, carbohydrates and minerals to balance nutrition on a caloric basis . . . new children's ready-to-eat cereals containing 100% of the minimum daily adult requirements of iron and vitamins in each serving.

Nutritional Enrichment and Fortification of Traditional Food Products

Overcoming existing consumption habits, often based on cultural or ethnic preferences, is one of the biggest impediments to providing increased nutrition through these revolutionary new food products.

Because of this, food manufacturers also provide increased nutrition through the enrichment and fortification of already existing food products.

The Office of Economic Opportunity and a grain-based food manufacturer carried out a joint program of attacking the nutritional inadequacies of low-income families. Protein deficiency is a major nutritional problem in the inner cities of this nation. Flour is a heavily consumed commodity among this same population. Obviously then, a way to attack this problem was to fit more protein into the flour which was sold in the inner-city without affecting the taste or quality of the product. The amino acid lysine offered the best method of accomplishing this goal, however, the food standards for flour would not permit the addition of lysine. After receiving special permission from the Food and Drug Administration to use lysine, the company began the production of not only lysine-enriched flour, but also lysine-enriched refrigerated dough products. To date, these products—tailored to the needs and wants of the inner-city—have been made available on a test basis in the low-income neighborhoods of three major metropolitan areas.

The U.S. Department of Agriculture's child-feeding programs are a major vehicle for providing nutritious foods to disadvantaged youth. Recognizing this, one major manufacturer offered the Department its patented formulation for a nutritious peanut butter fortified with milk protein, vitamins and minerals. After an evaluation by Department officials, the company was urged to market the product commercially under its well-known brandname, thus making available its unique nutritious quality not only within the Federal feeding programs, but also to the general public.

The panel on Adults in an Affluent Society of the White House Conference observed:

> *Subnormal levels of hemoglobin are a common finding particularly in children and in women of child-bearing age. Most of this is due to an iron deficiency.*

The market research of one food company indicated that the heaviest users of their instant breakfast drink product were young married women. In addition, the product was originally marketed to children and remained a favorite with that group. Company nutritionists, supportive of the findings of the Conference panel, observed that these groups have a higher need for iron, compared to their caloric requirements, than other groups. Responding to these pieces of information, the company increased the product's iron level to 100% of the minimum daily requirement for young women.

Another Conference panel, on Food Manufacturing and Processing, recommended *"That industry accelerate its efforts to make available nutritious snack foods."* The enrichment of snack products is playing a particularly important role in the food industry's nutrition-oriented marketing effort. For example, one manufacturer now enriches its complete line of 230 wheat based products with vitamins B-1, B-2, niacin and iron; soy protein has been added to a potato chip-like fried product, and the practice of adding vitamins to beverages is widespread.

Additionally, snack fortification has been expanded to include snack cakes, produced by many companies, which have been fortified with vitamins and iron. One manufacturer has also changed the label and advertising for his [illegible] to emphasize the nutritional quality. Toaster pastries are another example of multi-brand products which have been modified to contain nutrients such as niacin, vitamin A, B vitamins, plus vitamins C and D and iron.

Further examples, which are only representative of industry-wide efforts to enrich and fortify traditional products, include: the enrichment of pancake mix, muffin mix, cake mix, brownie mix and flour by the major producers of these products . . . numerous fruit drinks enriched with vitamins . . . gelatin desserts which supply 37.5% of a child's and 25% of an adult's minimum daily requirement of vitamin C . . . margarines enriched with vitamins A and D . . . fortification of instant dehydrated potatoes with vitamin C . . . one-dish dinners with meat supplementation by isolated vegetable protein . . . jams made especially for children containing increased vitamin levels . . . baby and infant foods enriched with vitamins, minerals and protein . . . enrichment of popular children's cereals with vitamins A, B-1, B-2, D, ascorbic acid and niacin . . . the addition of nutrients to cereal products to compensate for possible losses in processing . . . iron-fortified vitamin D fluid milk . . . iodization of approximately 61% of all salt consumed in the "goiter belt" . . . enrichment of over two-thirds of all milled rice and rice products sold in this country.

THE PROBLEM OF FURTHER ENRICHMENT AND FORTIFICATION

These advances in enrichment and fortification are hopeful, but represent only a modest beginning. It is clear that further enrichment of a number of food products, with necessary safeguards, could make a very significant contribution, particularly in the short term to the nutritional health of the entire population.

Unfortunately, there is a major obstacle to a broader program of enriching existing food products. Present Federal food standards, which were created to meet the needs of thirty years ago, and other laws and regulations dating back as far as 1923, are largely aimed at curbing adulteration or safety problems. They either forbid or impede, or at best do not encourage, enrichment and fortification to meet nutrition needs.

The assumption on which existing regulations are based is that it is up to the consumer to know what he *should eat*, and that the government's responsibility is merely to assure that the choices offered to him are not falsely presented or unsafe. The conclusion of the Conference, by contrast, was that in today's complex marketplace and society it is essential to enrich those foods that people actually *do eat*.

As an early step in this direction, the food industry petitioned the Food and Drug Administration for a modification of flour and bread standards to allow for a substantial increase in the nutritional properties of these products.

In the view of the food industry, achieving a more realistic approach to the setting of food standards is a matter of utmost urgency. There is probably no higher priority in the nutrition field in this year ahead.

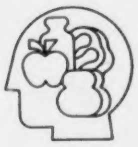
ABILITY OF DISADVANTAGED CONSUMERS TO SHARE IN THE MARKETPLACE

The availability of highly-nutritious food products is constantly expanding. However, the fact that nutritious food products are available does not necessarily mean that they are consumed by everyone. For some groups of Americans, the lack of an adequate economic base prevents the purchase and use of these products.

Because nutritional insufficiency and income insufficiency are so closely interrelated, it is important that disadvantaged Americans have purchasing powers to enable them to participate in the marketplace. Acting through its trade association, the Grocery Manufacturers of America, Inc., (GMA) the food industry has attacked the problem in two ways.

(1) At the time of the 1969 White House Conference, over 400 counties throughout the nation did not offer food assistance to the disadvantaged segments of their population. A major recommendation of the Conference was the expansion of the food stamp program. The GMA Industry-Government Alliance for Food Assistance was formed as a result.
The GMA Alliance, a grass-roots information and education campaign, attempted to stimulate the participation of local communities in the food stamp program. Acting first to inform local food industry representatives, the Alliance quickly branched out until it had acquainted all segments of a community's leadership with the need for food assistance.
In Minnesota, Wisconsin, Ohio, Virginia and Texas, the local leadership and the food industry worked to help meet the Presidential goal of a food assistance program in every county in the nation. Today, because of the partnership of community, industry and government, tens of thousands of additional persons can avail themselves of better nutrition.

(2) Probably the most frequent recommendation of the panels of the White House Conference was for an income-supplementation program to replace the current welfare system. Within the present food marketing system in the United States, adequate nutrition is impossible without adequate income, although income alone cannot guarantee superior nutrition. Experience and evidence indicate that when income is limited, family food consumption patterns are affected by other concurrent pressures on resources, such as health care, clothing, housing and debts. Because of its belief that any long-range program to eliminate hunger and malnutrition must include provisions to insure family income adequate to all basic needs, the Grocery Manufacturers of America, Inc., endorsed and worked to support the passage of the Family Assistance Act of 1970.



2.
To Provide Information To Facilitate Consumer Understanding About Food and Nutrition

The panel on Food Packaging and Labeling of the 1969 White House Conference declared that:

> *One of the most important problems confronting everyone involved in the area of foods and nutrition is the need to provide more useful and understandable information to consumers. As a first step toward the stated national goal, the Panel is convinced that communication must be improved with the consumer, whoever, he may be, wherever he may live or shop.*

While it is very clear that food industry efforts alone cannot meet this need, the industry has responded both collectively and on an individual company basis to help in such ways as it can.

ADVERTISING COUNCIL NATIONAL MEDIA CAMPAIGN

For the first time since World War II and the advent of television, a national campaign on food, nutrition and health has been developed. This program, initiated by the Grocery Manufacturers of America, Inc., will be conducted by the Advertising Council, which estimates the effort to be the equivalent of a $3 to $4 million national advertising campaign.

The program is in cooperation with the United States Departments of Agriculture, Health, Education and Welfare, and the National Academy of Science. The majority of the production material costs will be borne by GMA with the remainder shared by the Federal agencies. Creative talent is provided without cost by a major advertising agency.

One of the nation's largest food manufacturers has made available its top advertising executive to help the Ad Council oversee and coordinate production. The goal of the campaign is to enable all Americans, including vulnerable groups such as the poor, to achieve a healthier life through a more informed use of available food supplies and to develop greater nutritional awareness.

NUTRITIONAL AWARENESS CAMPAIGN

The panel on Food Distribution and Retailing of the White House Conference recommended the re-establishment of the Food Council of America to disseminate nutrition information. Shortly after the Conference this recommendation was carried out.

The result of the Food Council's efforts, supported by major food manufacturers, retailers and trade associations, is the "Eat the Basic Four Foods Every Day" awareness campaign. This campaign used literally hundreds of thousands of displays, posters, comic books, recipes and recipe books, feature articles, food pictures, media advertising, point-of-purchase-materials, and food labels to promote its message. The pamphlet "Nutritional Awareness 1970, The Campaign Report of the Food Council of America" details the results of the program's first year. The Campaign is part of the proposed five-year effort.

NUTRITIONAL INFORMATION THROUGH PRODUCT LABELS

Another important aspect of consumer understanding is the label statement on various food products. Information about the nutritional properties of a product is of particular importance to consumers. The food industry, through the Grocery Manufacturers of America, Inc., is working with the Food and Drug Administration to establish guidelines for voluntary nutritional labeling. In addition, the GMA has endorsed the development of nutritional composition guidelines by FDA, and has pledged industry help.

INDIVIDUAL COMPANY EFFORTS

Using Radio/TV

Radio commercials which include a short message on nutrition, ranging from the basic four food groups to the value of various nutrients . . . an experimental series of nutrition education television messages aimed at low-income families . . . a 28-minute television film on nutrition and health.

Using Print Media

Advertising brochures which allow the description of the nutritional attributes of various products in a more in-depth manner than is permitted on the label . . . pamphlets distributed through doctors offices and hospitals . . . newspaper and magazine advertisements utilizing simple nutrition messages . . . technical reference books for students and nutritionists.

Using the Package and Label

Side panels of cereal boxes with messages about the fundamentals of good nutrition . . . inserts in cereal boxes describe the importance of eating a well-balanced breakfast . . . caloric information on labels, as well as information beyond that required by FDA regulations, such as the nutrient composition of the item . . . labels that state that the detailed nutrient composition of the product is available by writing to the company . . . ingredients identified as to their source, for example, the kind of vegetable oil; where these ingredients are not commonly understood by the consumer they are explained by definition and/or function.

Others

A computerized system in which the consumer mails in details on family size, etc., and receives back a month of menus to help the family live successfully within its food budget while understanding and meeting necessary nutritional needs . . . the nutrition segments of 4-H Club work, the largest single youth nutrition education program in the United States, are completely underwritten by a food manufacturer. This program is now being vigorously expanded into ghetto neighborhoods . . . educational movies and filmstrips for school use . . . nutrition education pamphlets and booklets for use both in school and out . . . direct-mail cents-off coupons of one manufacturer now carry a nutrition message . . . the shareholders' statements of another food manufacturer carried basic nutrition information . . . "Kitchen Care," an information service of the Grocery Manufacturers of America, Inc., provides materials suitable for use in newspaper food columns and recorded messages for radio stations which explain how to take care of food products in the home . . . Grocery Manufacturers of America, Inc., commissioned Black Light, Inc., a black entrepreneurship corporation in Kansas City, to explore the development of a four-color comic book for the purpose of explaining the rudiments of a sound diet in the idiom of the inner city. The project is in cooperation with the Rutgers University Extension Service and the USDA . . . the Nutrition Foundation, supported by a number of food processors, offers an extensive program on nutrition education as well as nutrition research, the foundation's projects include three half-hour video tape programs for classroom and television use, a 26-minute film produced for television, and a booklet for use by Nutrition Aides and 4-H Clubs.

3.
To Assure Safety And Quality In All Food Products

The issue of product safety goes beyond the food industry and beyond industry in general. There is an essential and appropriate role here for various agencies of government in setting standards, and procedures for meeting those standards, within which industry can work, and in which the public can have full confidence. There is a pressing current need, not yet met, for a "supreme court of science," to set and enforce meaningful standards, within which competitive business can function. It is the current responsibility of the food industry to support and encourage the creation of adequate institutions of government to develop and enforce realistic standards of food quality and safety.

THE ROLE OF CHEMICALS IN FOODS

Food products like all products from plants and animals are composed of many chemical compounds. Although the use of added chemical substances in food products is a current consumer concern, this practice is by no means a recent innovation. The practice of chemical addition to insure wholesomeness, to maintain quality and to improve nutritive value is a practice dating back literally thousands of years.

As new lifestyles bring about new eating habits and new uses for old chemicals are discovered, and as the knowledge base of science changes, it is essential that the use of food ingredients be reviewed. Therefore, the American food manufacturing industry is actively aiding and cooperating in the systematic, scientific review of those substances. Industry is cooperating by providing information such as usage to the ongoing review being conducted by the National Academy of Science.

FOOD-BORNE DISEASES

The reporting of the incidence of food-borne diseases in the United States is still extremely uneven, and, in most areas, wholly inadequate. The panel on Food Safety of the White House Conference called attention to this, and an industry task force has stressed the need for such adequate reporting in order that the nature and extent of food-borne illnesses may be defined adequately and currently.

GOOD MANUFACTURING PRACTICES

The Food and Drug Administration has established Good Manufacturing Practices (GMP) which provide standards of sanitation in food manufacturing establishments.

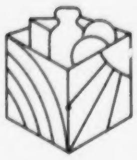
In collaboration with FDA, the Grocery Manufacturers of America, Inc., and other industry associations are designing a sound/slide series to dramatize the benefits of a commitment to the GMPs. This presentation, financially supported by the associations, will be shown to corporate decision makers to urge their commitment to GMPs.

INSPECTION OF FOOD MANUFACTURING ESTABLISHMENTS

Currently, food manufacturing plants are inspected for health and safety at the Federal, state and local governmental levels. It is the goal of food manufacturers to provide a total quality assurance program to ensure wholesome and safe food products and to comply with present regulations.

Within this goal, the Grocery Manufacturers of America, Inc., endorsed the adequate funding of regulatory agencies to conduct the necessary inspections of factories and warehouses to afford proper protection for the consumer and supports a continuing census of food manufacturing establishments.

In addition, GMA endorses the voluntary disclosure to FDA, upon request, of information bearing on the manufacture and use of food additives for which tolerances have been established. To facilitate industry implementation of such voluntary disclosure, a subcommittee of the GMA Technical Committee for Food Protection will establish guidelines for affected companies.



4.

To Assist In The Improvement Of The American Social Environment

Basic social improvement is not a matter that can be handled by food industry efforts alone or by the efforts of all of American industry, taken by themselves. It is a challenge that demands the participation of all the institutions of our society. But industry has a role to play, and the food industry is attempting to play its role in a wide variety of ways.

INNER-CITY PROJECTS

Day-care centers, housing rehabilitation, recreational programs, community clean-up projects and educational projects characterize food industry involvement in the inner city.

One company organized a manpower development foundation for the purpose of providing a vehicle for easier entry of minority groups into the economic life of the community. Since its inception the foundation has placed over 1,200 people in meaningful jobs, assisted another 400 to find jobs and has provided financial and technical assistance to twenty-two new minority enterprises.

"Higher Horizons," a New York City radio program informing inner-city youths of opportunities for advanced education is presented by a food manufacturer. This program was the recipient of the 1969 Peabody Award.

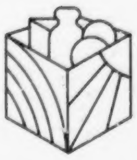
Each week a chartered bus leaves the corporate headquarters of a midwest food manufacturer for a federally subsidized housing project. There, company employees teach children who would be "drop-outs" because of reading trouble. The children, ranging in age from 8-12, were referred to the company by the Board of Education as being difficult to train because of reading deficiencies. When these reading courses turned up some apparent examples of hunger and malnutrition, the company hired a black home economist with wide experience in the ghetto and asked her to design a course to meet the problems. Now the company's food buymanship course has been expanded to include child care centers to allow mothers with pre-school children to attend. An educational television station is exploring the possibility of broadcasting the classes.

The largest single-supporter of reruns of the popular Sesame Street is a food manufacturer. All totaled, food manufacturers support the airing of this successful program in over twenty major cities.

ASSISTANCE TO MINORITY ENTREPRENEURS

The panel on Food Manufacturing and Processing of the White House Conference observed:

> *There are many groups of low-income people from throughout the country struggling to begin businesses and become a part of the economic system in our country. These groups face tremendous difficulties because they lack the technical skills necessary for successful businesses. They lack managerial and marketing skills. They lack adequate financing.*
>
> *The various agencies of the Federal Government involved with the task for assisting low-income businesses cannot succeed without the strong voluntary participation of the business community.*



The panel then went on to observe that industry should make available *"technical assistance, especially management and marketing assistance"* to minority entrepreneurs.

Many food manufacturers provide both financial and management assistance to ghetto and minority entrepreneurs. Some companies have also founded and financed development foundations and corporations for this purpose.

An example of such outreach is a supermarket management course offered to black entrepreneurs by a major food manufacturer. The company does not own any supermarkets, but in order to equip its own salesmen with an appreciation of the retailer's problems, designed a self-study course in supermarket management. Realizing the potential of these materials the company offered to co-sponsor a more formalized course with the local black Chamber of Commerce.

Ghetto businessmen, whether they are preparing to operate food stores, clothing stores, or any other service or product business, are finding counseling and advisory talent at a midwest food firm. Company executives have "adopted" certain black owned-operated businesses in need of managerial assistance. Minority entrepreneurs have been provided data processing help, guarantees for loans and assistance to help them over other difficulties inherent in establishing a business. This same midwestern firm has made an agreement with a ghetto high school to provide teaching personnel and other resources. The business course taught there is enhanced by making available to students work in the firms offices. Other opportunities such as psychological testing are provided by the company.

OTHER PROGRAMS

The National Alliance of Businessmen has been utilized by many food manufacturers in helping to provide jobs for the unemployed. Other activities include support of police-community relations programs and assistance to a drug addiction and treatment center.

One company codified a "Community Progress Plan" which called for the company to encourage equality progress in all the communities in which it has plants. Because of this program, the company withheld construction of a multi-million dollar plant until the site community repealed discriminatory ordinances.

Conclusion

It is very clear that more has been done, by industry, by government, and by other public and private groups, to enhance the nutritional well-being of this nation than has been done in any country in any comparable period of time.

It is no less clear that more remains to be done; that much more will be done in the year to come and that still more will be needed in the years beyond. The food producing and processing industry, as the actual source of the food supplies of the nation, has a central, indispensable role to play in this effort.

Industry alone, however, cannot do the whole job; developing a more effective partnership between government and industry will be one important key. There are research projects to be conducted, regulations demanding revision, broad educational efforts to be mounted, programs of social reconstructions to be initiated or reformed.

So this is a report of progress in one sector only, in the first year only, of a task of enormous proportions. There clearly has been impressive and diverse progress. But this only underlines the magnitude of what is still to be done.

"We are the best fed people . . . at the lowest cost, the lowest percentage of our income, of any country in the world."

Richard M. Nixon
December 17, 1970

". . . Despite our achievements much remains to be done. All of us have been shocked as we have become more aware that millions of Americans are malnourished because they are too poor to purchase the right kinds of foods."

Richard M. Nixon
June 11, 1969

Grocery Manufacturing Companies Which Participated In The Compiling Of The Information Cited In This Report

- American Home Foods (Div. of American Home Products Corp.)
- American Potato Company
- Armour and Company
- Becton, Dickinson & Company
- Bissell Inc.
- Borden, Inc.
- CPC International Inc.
- Campbell Soup Company
- Chiquita Brands (Div. of United Fruit Company)
- The Climalene Company
- The Coca-Cola Company
- Del Monte Corporation
- Devro, Inc. (Div. of Johnson & Johnson)
- The Dow Chemical Company
- Duffy-Mott Company, Inc.
- Enzo-Jel Company
- Fairmont Foods Company
- The R. T. French Company
- General Foods Corporation
- General Mills, Inc.
- Gerber Products Company
- Grocery Store Products Company
- H. J. Heinz Company
- Hershey Foods Corporation
- Geo. A. Hormel & Co.
- Hunt-Wesson Foods (Div. of Norton Simon)
- ITT Continental Baking Company, Inc.
- Johnson & Johnson
- Kraftco Corporation
- Land O'Lakes, Inc.
- Lehn & Fink Products Company
- Libby, McNeill & Libby
- Thomas J. Lipton, Inc.
- Mars, Inc.
- Malt-O-Meal Company
- Marcal Paper Mills, Inc.
- McCormick & Company, Inc.
- Mead Johnson (Div. of Bristol-Myers Company)
- Mother's Cake & Cookie Company
- Mrs. Paul's Kitchens
- National Biscuit Company
- National Can Corporation
- The Nestle' Company, Inc.
- Ocean Spray Cranberries, Inc.
- Ovaltine Food Products
- PepsiCo, Inc.
- The Pillsbury Company
- The Procter & Gamble Company
- The Quaker Oats Company
- Ralston Purina Company
- RJR Foods, Inc.
- Ross Laboratories (Div. of Abbott Laboratories)
- Scott Paper Company
- Skinner Macaroni Company
- The J. M. Smucker Company
- Squibb Beech-Nut, Inc.
- Standard Brands Inc.
- Stokely-Van Camp, Inc.
- Sunkist Growers, Inc.
- Sunshine Biscuits, Inc.
- Swift & Company
- Universal Foods Corporation
- Welch Foods Inc.

Senator **Dole**. I think it was 2 or 3 months ago Mr. Choate made reference to a group of breakfast cereals being misleading, the breakfast of champions was not the breakfast of champions, it made you weak instead of strong, and statements of this kind.

Are any of the witnesses here able to rebut or clarify or add to anything that Mr. Choate may have overlooked?

Mr. **Cook**. I feel sure there are several here who feel qualified. Senator. I would like to take a first crack at this. Perhaps Mr. Parker and his associates and Mr. Jenkins of Nabisco would also like to comment.

You know, it has long been held, it is more of a traditional feeling, if you will, that the natural foods were perfect in themselves. Many years ago the cereal institute working with the Food and Drug Administration reached a general agreement that restoration of the nutrients removed during processing was the appropriate degree of fortification.

I suspect you are familiar with the dietary hearings before the Food and Drug Administration that have dragged on for 3 or 4 years primarily because these commodity oriented people have felt that there should not be fortification.

As a matter of fact, when you fortify beyond restoration of the nutrients removed in processing it could be said that you were going contrary to the wishes and the general guidelines of the Food and Drug Administration. That is what the cereal industry has been doing these many years despite the fact we did not agree with it.

Now a number of the bolder companies, including to a degree ourselves, began to go contrary to the Food and Drug Administration guidelines, if you will, and began to add nutrients beyond that of simply restoring what were in the grains to begin with. But I think Mr. Choate came into the picture at a time when we were still adhering largely to the old ground rules.

Now, we beseech this committee and the Food and Drug Administration to, let us say, get through with these dietary hearings once and for all and let us modernize our concept of what can and should be done in the way of fortification.

I must say that the Food and Drug Administration kept hands off and as a consequence we have, and I think Mr. Choate will find that we have, as an industry added additional nutrients to many, many cereals.

I want to give him this credit, he stirred up the pot, and I think to that extent helped considerably in, let us say, getting the Food and Drug Administration to recognize that their ground rules were out of date.

Senator **Dole**. I don't fault anyone. I am just curious. I particularly liked some of those. I won't mention any of them. It might hurt the sales. I like breakfast cereals. If nothing else, it is something to do. If they are not good for you, at least they take up some of your time.

Mr. **Cook**. I might add that Mr. Choate's presentation, of course, had to do with cereals without milk. I don't know of people who eat cereals without milk except some of the presweetened cereals that are eaten by youngsters after school as snacks, just hand snacks. So I think it gave the wrong impression.

Now I don't know whether you were here or not, Senator Dole, when we talked about nutritional guidelines earlier today, and incidentally it is high on the list of Food and Drug Administration's program to establish nutritional guidelines as to what the public should expect when they eat a serving of cereals with milk.

Our company, for example, has arbitrarily said that a serving of cereal with milk should provide one-third of a recommended daily allowance of the many nutrients that can and properly should be added to cereals. We want to get away from the "horsepower" race.

If we all begin to claim we have added 700 percent of everything to every cereal, I think this would be ridiculous and not in the public interest.

Senator Dole. I share that view, and I think it is important that we at least mention this because the other statement of course had widespread coverage on national television and newspapers. Maybe it should have. But I think it is important that we at least permit industry to respond and you have in the past, and it does not hurt to do it again. I have had mail in my office from mothers and others wondering about the statements made, whether they were to be corrected, whether they were true, what is good for my child, and so forth.

If anybody else can make a comment.

Mr. Parker. If I may make a comment on the same subject, and I shall be brief. I quote from comments which we made before the House Democratic study group last year.

One, there is no such thing as a perfect or complete food. We need to get foods from each of the four basic food groups each day. Ready-to-eat cereals when eaten with milk and sugar provide the consumer with an impressive array and percentage of daily nutrient needs. Even if eaten without milk or sugar a product like Cheerios would, all by itself, provide more than 100 percent of the minimum requirements of five of nine key nutrients.

And cereals continue to provide more nutrients for the price than any other common good breakfast, even one including bacon and eggs.

A word on advertising. Breakfast is the most important meal of the day. Breakfast is the most neglected meal of the day. During any given 7-day period, 19 percent of our population skips breakfast at least once. The single most popular breakfast is coffee alone. And efforts by the food industry to promote the sale of ready-to-eat cereals to children represents in our view a major step forward in providing good breakfast, good health, and good nutrition to the American public.

Mr. Cook. I would just like to add that getting our little darlings to get some milk down their gullets in the morning is a very difficult task and sometimes we may resort to cartoons or whatever somehow whets their interest, to intrigue them to do it.

Those of us with children certainly have had that experience.

Senator Dole. Thank you, Mr. Chairman.

The Chairman. Thank you, Senator Dole.

Mr. Parker, I wonder if you could just give us some idea as to the extent by which textured vegetable protein foods are replacing the traditional forms of protein. What do you see as the future in that area?

Mr. Parker. I think I saw a statement, and I am going to ask for help from the other end of the table as well as from my associates, that even if we and millions of others were ostensibly successful, that the total use of our products would not by itself amount to more than one-tenth or one-half of 1 percent of the meat production and sales in this country.

Now that may or may not be in line with your estimates.

Dr. **Compton**. I think that is approximately correct now. But this is a thing that is growing on an accelerating curve. It will depend on the rate at which the public can become used to textured proteins and acquires a taste for them. The public will determine this to a great degree.

In the meantime, some of these textured protein foods which don't look like meat or like anything else but really taste good and are highly nutritious and good sources of protein, instead of being a substitute for meat will become a supplement to protein. I think this is the likely direction in which they will grow.

The **Chairman**. Do you think, Dr. Compton, one of the problems is the lack of central responsibility somewhere in the Government to establish nutritional policy?

Dr. **Compton**. Indeed, I do.

The **Chairman**. Has that not been one of the problems?

Dr. **Compton**. Indeed, so. It is simply in part a situation of these things being relatively very new and not having been available before in forms of good quality. But also there has been a tendency to apply the arbitrary definitions of the past—to equate them simply to the easy classification of adulterants.

I think when this has been overcome and they are recognized as a food form in their own right, of high quality, then I think we will have less difficulty.

Dr. Jean Mayer really indicated strongly at the time of the White House Conference that he felt some central guidance at the White House level itself in coordinating this program might be helpful.

Having heard him discuss this more in detail last week out at our offices, I was very much convinced by this.

Mr. **Cook**. May I add to that, Senator?

This was one of the specific recommendations of the White House conference, that there be a coordinated authority, one not divided as we have now. I think it is safe to say, and I think it is understandable that the Department of Agriculture, which has quite a voice in all of this, are primarily advocates of the commodities which farmers raise and want to sell.

Now, when you come along with something that they regard as a threat to one of those commodities, I think it is unreasonable to expect full cooperation. When you split the responsibility between the USDA and the Food and Drug Administration and to some extent the Department of Interior on fish products, why, you can see the complications we run into.

The **Chairman**. Yes. I think that was the problem on the fish protein product.

Dr. **Hildebrand**. May I add something, Mr. Chairman.

We have just received clearance from USDA to include textured protein products in the school lunch program. We still have pending before Food and Drug a set of food standards for the identical products. The specifications in the USDA listing are not identical with those in the Food and Drug standard. We, therefore, have the necessity of somehow finding out which ground rules will prevail, finding some way of reconciling them.

Mr. Cook. Doesn't this sound familiar?

The Chairman. This is not the first time I have heard of conflict of that kind.

Let me ask one final general question. I think it is more and more clear from the panels we have heard today that industry has the technical knowhow to develop balanced foods of high nutritional value. I am wondering what response you would give, though, to the general concern of this committee of how, either through food stamps expansion or improving the commodity program, or lifting income levels of the poor, we can put these commodities and others within reach of poor people?

In other words, the best diet in the world is not worth very much to a man who can't afford to buy the foods.

Mr. Cook. Senator, if I may, I think we have recognized that that segment that is at the lowest end of the socioeconomic totem pole is indeed difficult to reach. Many of them are illiterate, many of them do not have the motivation and certainly they do not have the funds.

I think the number one problem is to provide funds and do everything that we can to provide help and education. But obviously, if someone has grown up feeling that grits is the right thing to eat, and they like grits and hog jowl, they are going to eat it.

Indians have their own food preferences, as do people in Appalachia. What we are trying to do is take the foods that we find are preferred, such as rice, and find out ways that we can enrich those favorite foods.

Currently, South Carolina is the only State in the Union which insists that all rice be enriched. We think this should be done nationally. Many things like this can be done but number one, we have to recognize that people have to have the funds and that is why I supported the family assistance plan.

The Chairman. I know that no group speaks entirely with one voice, but do you think that industry leaders generally are in sympathy with the efforts we have been making here in the Congress to expand the food stamp program and improve the family assistance operations?

Mr. Cook. The Grocery Manufacturers Association has taken this very seriously and while obviously I would not presume to speak for all of them, I can certainly say, and you have seen the representative companies here today, I think you will find a high degree of responsibility from the chief executive on down. I pledge you that the Grocery Manufacturers Association will continue their strong efforts and we certainly beseech your help and that of your colleagues as we pursue this with ever-increasing vigor.

The Chairman. Thank you very much, Dr. Cook, and ladies and gentlemen. We appreciate having you.

Mr. Cook. Thank you, Mr. Chairman.

The Chairman. Our final witness today is Mr. James Turner, who is with the Center for Responsive Law. We would like to hear Mr. Turner at this time.

Mr. Turner, I understand because of the lateness of the hour, you are willing to submit your statement for the record and give us a synopsis before we get into questions.

STATEMENT OF JAMES S. TURNER

Mr. TURNER. That is correct, Senator.

Mr. Chairman, I would like to thank you for the opportunity to be here today to comment on the White House Conference on Food, Nutrition, and Health, and the Federal Government's followup to that Conference.

As I have indicated, I would like to submit my statement which has been presented to the committee for the record and then proceed to comment on that and some of the things which have been said here this morning.

The CHAIRMAN. The entire prepared statement will be made a part of the record.

Mr. TURNER. Thank you, Senator.

(The prepared statement of James S. Turner follows:)

PREPARED STATEMENT OF JAMES S. TURNER

Mr. Chairman, Distinguished Members of the Select Committee on Nutrition and Human Needs, I am grateful for this opportunity to comment on the activities of the Federal Government in the area of Food, Nutrition and Health during the year and two months since the close of the White House Conference on that subject. During the White House Conference I served as a member of the Panel on Food Safety, meeting on several different occasions between July and December, 1969. Therefore, I will limit my remarks to the Administration's response to the recommendations of that committee.

Of the twenty-three recommendations made by the Panel, eight were rejected by either the USDA, HEW, or both, five were referred to further study, and ten were accepted for some form of implementation. It is these latter ten where there is supposed agreement between the Panel recommendation and the responsible Agency that the pitfalls facing potential progress can best be seen and assessed. However, before dealing with them, I would like to comment on three of the rejected proposals because the manner of rejection lends a tone to the efforts of implementation that should cause some concern about the commitment of the responsible agencies. (The recommendations and the agency response are contained in Addendum One to this testimony.)

In rejecting one recommendation, the USDA said it "would be an unreasonable burden on the food industry and on the print and broadcast media." The recommendation (XXI) asked that authority be created to require that all "radio and television advertising involving health and nutrition claims for food" be filed with the government prior to broadcast. It also called for a requirement that printed advertising making health and nutritional claims for food contain information that will inform purchasers about the food's value and safety.

For an agency with major responsibility in the regulation of food to summarily dismiss this proposal on grounds that are factually untrue and transparently biased toward the industry it is supposed to regulate casts serious doubt on its commitment to carry out those recommendations which it has accepted. It is untrue that the proposed regulations, whatever their merit, would be an unreasonable burden. They are based on the system of much more stringent prior approval maintained by the Canadian Food and Drug Directorate, whose chairman served as member of the Food Safety Panel, and could be instituted with relative ease within this country. In fact, to its credit the Federal Trade Commission commented on the same recommendation, saying that as a result of a reorganization to better regulate food advertising following the Conference, it is "currently receiving scripts and storyboards from all major networks on a continuing basis."

The Department of Health, Education, and Welfare speaking primarily for the Food and Drug Administration in the food safety area was no less disturbing in one of its rejections. It rejected the recommendations "that an expert committee investigate present practices involving trade secrets" since "toxicological information supporting the safety of particular food additives, and qualitative formulation of processed food products are examples of information sometimes withheld from the public" (Recm. X). The grounds for rejection of the investigation was a flat denial of any need on the grounds that the FDA "does not treat toxicological information on food additives as a trade secret." FDA Departmental regulations issued as required suggest the contrary. Examples of documents that need not be released are:

"Respecting Food and Drug Administration regulatory activities: Trade secrets or commercial or confidential information voluntarily revealed in requests for opinions, and opinions and related records indicating that a person, firm, or product is or is not in compliance with the law; records relating to factory inspections, sample collections, seafood inspection, and other examinations and investigations by the Food and Drug Administration; investigational new drug files; new drug applications and master files, other than final printed labeling; reports and records relating to individual adverse drug reaction(s); data in support of petitions relating to pesticide chemicals, food standards, food additives, and color additives, and master files relating thereto; files relating to certification of insulin, antibiotics, and color additives, and master files relating thereto; notices of hearing issued to individuals and firms under 21 U.S.C. 335 and records relating thereto; records relating to research in support of actions to further the law enforcement or regulatory activities of the Food and Drug Administration."

NOTE: Certain documents in some of the above files may be available upon request identifying the particular documents. (45 CFR 5.1)

It is among those documents, known as master files in this regulation, that much significant safety information which is released to the public is likely to be contained. It was before this very Committee in July of 1969 that two New York scientists explained the response to their request for certain research information on one drug related chemically to a food additive they were testing. Dr. Marion Finkel, Director of the Division of Metabolism and Endocrine Drugs, Bureau of Medicine of the FDA, wrote to Dr. Robert Byck, one of the scientists: "the safety studies submitted to the FDA in support of these applications are confidential information." (Committee on Nutrition and Human Needs, Hearings, Volume 13A, p. 4032.) Again, such a callous and inaccurate rejection of a well meant and restrained recommendation by a group of citizens acting at the request of the White House casts doubt upon the Agency's commitment to carry out those recommendations which it does accept.

In rejecting the recommended revision of the so-called Delaney Clause of the Food Additives Amendments of 1958 (which prohibits the use of any food additive which produces cancer when injested by animals), HEW again casts serious doubts upon its commitment to carry through on a recommendation it accepts. The controversy about the Delaney Clause is in large part a scientific one with equally reputable scientific authorities ranged on either side of the debate. One group wishes to repeal the Clause completely, the other side wishes to expand the Clause to include other health hazards such as genetic damage and birth defects. Central to the argument is the question of whether or not a no-effect level of chemicals can be discovered. The groups wishing to repeal the Clause argue that there is such a thing as a no-effect level of these chemicals. The group that seeks expansion of the Clause believes that there is no such thing as a no-effect level for chemicals. Sufficient scientific theory and evidence exists to support either view. Thus it was that the Food Safety Panel agreed that "a revision but not repeal of the Delaney Clause" was desirable and sought advice from an "expert committee of the National Academy of Sciences" for guidance on the questions.

HEW rejected the recommendation (VII), saying "as studies identify the no-effect level of chemicals used in foods are completed, consideration will be given to requesting those changes in the Delaney Clause supported by scientific judgment." The problem with this rejection is that it suggests that the FDA already accepted and acted on one side of the argument that says chemicals do have a no-effect level. If they are acting on such a belief they have again severely biased their activity in an uncharted scientific area. They appear to be basing their efforts to resolve a heated scientific/legal controversy on assumptions which effectively exclude one side of the controversy under consideration.

A careful examination of some of the ten recommendations "accepted" by the federal agencies heightens the skepticism created by the apparent misunderstanding of or disregard for important recommendations that they have rejected. The basic problem is that the recommendations of the entire White House Conference seem to have been approached in a piecemeal way without real understanding of or regard for the very profound health problems that the White House Conference was addressing. Instead of working out comprehensive programs to attack the problems of food safety raised in the recommendations of the Food Safety Panel, for example, the agencies have put together a patchwork of proposals which are in themselves unlikely to enhance the nutritional quality of food, diminish the health hazards related to food or to more effectively informing the consumer about his food with anywhere near the urgency that the White House Conference argued was necessary.

Actually, the gingerly approach which the agencies have taken toward the question of food safety raised by the Conference, combined with overblown public relations claims made for the supposed changes, adds support to the observations of a number of the recent conferees at the Williamsburg follow up conference that the agencies seemed to miss the point of many of the recommendations. Take for example the much touted proposed review of the list of food additives generally recognized as safe.

The FDA has designed and proposed an elaborate system for the review of the GRAS list in response to recommendation IV of the Food Safety Panel. Central to this review is the concept spelled out by FDA in response to the GRAS list comments of the Consumer Task Force of the White House Conference (Addendum I, p. 166) that "In order to prevent expansion of the GRAS list problem, the criteria of safety are being reviewed, and it is expected that more extensive and stringent criteria will be developed." In reality, when the review program was revealed just the opposite had occurred: the standards of safety had been relaxed.

The FDA redefined the word "safe" for use in its GRAS list review program in a way that shifts the burden of proof away from the industry using the additive to the Agency. The Agency's working definition of safe has been, up until now, that "there is convincing evidence which establishes with reasonable certainty that no harm will result from the intended use of the food additive." (21 CFR 121.1) This means that evidence of safety must be provided before the additive is used. For purposes of the GRAS list review the FDA has changed the definition to read "'safe' must be understood to connote that the Food and Drug Administration, after reviewing all available evidence, can conclude there is no significant risk of harm from using the substance as intended." In other words, if no evidence showing a hazard has been generated, the item will be considered safe. This profoundly changed the standard of safety used by the FDA. For example, if there is a substance on which there is no evidence of any kind, under the first definition it would be kept out of the food supply. Under the second definition it would be included in the food supply. When asked about this difference of interpretation, Commissioner Charles C. Edwards of the FDA stated that he hoped this was not the case, indicating that the change might have been an inadvertent one. If it was not inadvertent, it throws more doubt on the FDA's *intention* to carry out effectively the recommendation of the White House Conference which it has accepted. If it was an inadvertent change then it throws doubt on the FDA's *ability* to carry out the recommendation.

The rest of the proposal is even more seriously flawed. For example, the FDA has destroyed the requirement that any food additive not shown to be safe cannot be placed in the food supply by another innovation. In its regulation it has created the novel concept that if a substance is not safe enough to be given an unequivocal clearance, it will permit the substance to be used on an interim basis until such time as studies testing its safety are completed. It is my contention that this proposal violates the law as well as the public interest in a safe food supply. I have appended to my statement both the FDA proposal and my detailed comments on it filed with the Agency. The tragedy of the FDA proposal is that it is made without reference to the real goal of the Food Additive Amendments.

Those Amendments were designed to provide a safe and wholesome food supply. One provision allowed certain substances to be used in the food supply without going through the review provided for food additives. Those substances were the ones "generally recognized, among experts qualified by scientific training and experience to evaluate its safety, as having been adequately shown through scientific procedures (or, in the case of a substance used in food prior to January 1, 1958, through either scientific procedures or experience based on common use in food) to be safe under conditions of its intended use." (Food, Drug, and Cosmetic Act, Sec. 201(s)). In response to this provision the food industry, with the complicity of the FDA, argued that it had the authority to decide by itself which items could or could not be used in the food supply. It was from this interpretation that what the FDA calls the "GRAS list problem" grew. And it was the existence of the GRAS list problem that prompted President Nixon to call for review of the list in his 1969 consumer message.

Unfortunately the food industry has made it clear that it has no intention of abandoning its interpretation of the food law—the interpretation that created the GRAS list problem. The food industry called the FDA authority to regulate these substances a "myth," has urged its right to decide unilaterally what is safe and what is not safe, and has generally missed the point that the public is anxious to have real safety, not a judgment of safety that insures large profits for a food company, as was the case with cyclamate.

It is my contention that the industry interpretation, acquiesced to by the FDA for the past thirteen years, so violates the plain meaning of the law that if subjected to court test the entire procedure, including the current list, could be thrown out as an abuse of administrative discretion. However, if the GRAS list issue gets into court, as it appears bound to since both industry and consumer groups have opposed the FDA proposal, it will be years before a meaningful review of the hundreds of chemicals at issue will be completed. In the meantime any GRAS list items that are in fact less than safe will remain in the food supply. No better argument than this situation could be made in support of the currently pending Senate bill, designed to eliminate the GRAS list and subject all food chemicals to testing. As a response to the White House Conference, concern about the GRAS list, the FDA proposal falls far short of a resolution of the problem.

Other of the FDA response offer little more hope for progress. The FDA claims that it is undertaking a number of surveys in response to the recommendation that it monitor the microbiological and chemical content of the Nation's food supply and the effect of chronic exposure to chemicals in food and water. (Recm. III) However, the public response of the FDA Commissioner about the use of chemical hormone Di-ethyl Stilbesterol (DES) raises serious doubt that the FDA recognizes the inter-related nature of environmental problems. DES is placed in cows to enhance their growth. FDA regulations require that cows not be slaughtered within 48 hours after addition of the chemical. The theory is that the chemical will be passed out of the cow and out of danger. When asked if the FDA has considered what happens to the chemical when it gets into the water supply, he said that the Agency was too busy to make such an inquiry. It is our contention, again currently being prepared for litigation, that under the Act regulating this chemical there had to be a finding that its use would not endanger the environment. In any case, the Commissioner's answer does not build credibility for the FDA's assertion that it has accepted recommendation III of the Food Safety Panel.

Nor does the fact that Dr. William Purdy, relieved of his post as a science adviser at FDA after criticising the FDA pesticide survey program (The program FDA relies on in responding to the recommendation), has been continually rebuffed by the current FDA administration in his efforts to call to their attention the reason that the program does not get adequate scientific results. Nor does the fact that the FDA was unable to find Mercury in fish using the program Dr. Purdy criticised, while at the same time a lone university scientist working in a modest personal laboratory did find Mercury. In spite of the demonstrated failure of its pesticide and trace metal monitoring, FDA still relies on the program to carry out its acceptance of the Conference recommendation for more accurate and more comprehensive epidemiological surveys.

In accepting recommendation V calling for more human studies on good additives, FDA again creates a lack of confidence among a number of its observers. It intends to rely on the service of the Albany Medical College in carrying out studies to insure that procedures can be established for safely testing chemicals in man. However, it was this very institution that became involved in a controversy about human testing at the time of the cyclamate ban. Ater the ban some scientists within the FDA sought to stop Albany from continuing various studies on cyclamate which included feeding it to prisoners in a local prison. They felt that the use of the chemical was not ethical. Albany objected on the grounds that they had a contract which FDA was obliged to honor. The issue was resolved when Albany agreed to stop the testing. The problem here is not whether Albany was right or wrong, nor is it even whether their current study will be conducted fairly. The problem is that a controversy exists about when humans should be used to test chemicals. The Albany Medical College has taken a vigorous position on one side of that controversy. For them to be providing the scientific basis to resolve this argument again undermines the credibility of the FDA's attempt to find an objective answer to the questions of testing chemicals on humans.

The FDA's alleged acceptance of the Panel's recommendations on nutritional quality (Recm. VI) continues the pattern of being more illusion than reality. For example, the Panel recommends "It should be the policy of the regulatory agency to enforce adherence to the maximum as well as minimum level." To which the FDA responded "accept, underway as recommended." Clearly the recommendation implies some kind of regulatory control in the nutrition area. However, the FDA explanation of its acceptance speaks only of "nutritional guidelines" and spokesmen for the Agency are busily assuring the food companies of their intention to go the route of voluntary compliance with the nutritional program. This in itself is merely a repeat of the age old and by now well documented propensity of regulator to be the friend of the regulated. However, the FDA has worked out a new approach to the nutritional quality question which is disturbing.

A number of consumer groups and nutrition experts, somewhat in despair over years of failure to get a positive response from FDA on nutritional quality and labeling, have gone directly to industry groups to discuss the feasibility of nutritional programs. And they have met with some success—at least in the area of nutritional labeling. A number of companies have expressed an interest in trying it out. The FDA has been somewhat helpful in the development of these pilot projects. However, their help has been accompanied by a disturbing tone. They appeared at a meeting where industry people were considering nutritional labeling and warned that the industries should be very cautious about the new program because the FDA was going to be very strict in assuring that what is on the label is in the can. Now of course vigorous regulation is certainly to be lauded. However, vigor about nutritional labeling at this time of fragile innovation when there have been years of lethargy about economic labeling—a lethargy which has not noticeably diminished—raises some concern about the effect of these statements. It would be unfortunate if some industries willing to innovate in the nutritional area stopped because of what they felt was a threat.

What is happening at FDA might well be illustrated by one recent incident. In his testimony before this Committee in 1969, Ralph Nader included for the record an FDA fact sheet on food faddism which contained assertions that there were no real problems with pesticides, all food additives were safe, processed foods were often better than nonprocessed foods, and a number of other conclusions unsupportable by modern evidence.

The document evidenced a philosophy which was clearly not in tune with the current evidence about the food supply. In fact, the FDA has drastically altered its view of what the problems are in food regulation. Still, not long ago an updated version of the fact sheet containing almost the identical information was sent out to the district offices of the FDA for distribution to the consuming public. When the responsible official discovered that the unfortunate sheet had again been distributed he is reported to have teletyped a message to all districts to destroy the document. I think this incident is illustrative of the position in which the FDA finds itself.

Trying to throw off its old philosophies and practices that have led to a breakdown of food regulation, the Agency constantly runs up against the consequences of its past actions. For example, it meets an industry armed with strong legal conviction about its rights in relation to the GRAS list based on years of non-regulation by FDA. This history causes the FDA to respond to the White House Conference recommendations as more of a debator's game than with a comprehensive program to meet the nutritional and food safety needs of the Nation. In responding to the recommendations—and the pattern for those which I have not discussed is quite similar to the pattern of those that I have discussed—it has lost sight of some of the major health problems that the White House Conference highlighted.

FDA has not yet found a way to insure that the food additives on the GRAS list are safe. Spending two million in the next year on its peripheral program will not insure the safety of the food supply if industry intends to oppose the plan as vigorously as it has begun to challenge it. Researchers such as Dr. Henry Schroeder of the Dartmouth Medical School have begun to turn up evidence that food loses significant nutrients during processing. Holding up nutritional labeling because of the technical difficulty of insuring the quality of processed food, as some FDA officials seem to be suggesting, does not address the central problem. Being comfortable because surveys conducted on the food supply do not reveal trace elements or pesticides in excessive concentrations will no longer itself insure that no problem will arise. Too many others who lack confidence in procedures that can be scientifically challenged, are also looking. In short, the FDA rhetoric that accompanies even its acceptance of the White House Conference recommendations is brave in the face of the serious questions that are being raised about the safety and quality of the food supply that it regulates. But that rhetoric is not answering those questions.

Thank you.

Mr. TURNER. It seems to me that today's presentation by the food industry has presented to us in various ways a number of serious problems that face the country in regard to nutrition and many of the members who were here—as a matter of fact I assume all of them—have indicated that the nutritional questions facing the Nation are of a very central character and are of the kind that will influence greatly the way the Nation develops.

I would suggest that Mr. Jenkins of Nabisco has raised what is probably the most central issue when he suggested that the standard by which he measures products going into the marketplace is that it meet the responsibilities that are expected of that product in the context of the food industry as it is today.

I suggest that the debate in the country today is about what that context should be.

I would suggest that there are a number of major differences that were presented by various people testifying this morning that show what some of the debate is about.

For example, we had statements on both sides of the issue as to whether the food supply should be made most nutritious for the average person or most nutritious for particular selected groups.

I suggest this is a very important central question. Our food supply today is prepared and marketed to a large extent to distribute individual products in a wide area so that we tend to move toward the average, we tend to take something such as the recommended daily allowance and to build toward that.

I suggest that some of the statements made by industry people today, that we should be marketing to more selected target groups, raises a very important question that must be involved in a very large debate.

The CHAIRMAN. Could you elaborate on that a little more specifically as to what you are getting at?

Mr. TURNER. I would suggest, for example, that the Continental Baking roll which is now being presented for the student market, the breakfast program in grade and high schools, while an admirable attempt and one which should demonstrate the interest of the industry in moving ahead in the nutritional area, does raise some serious questions because there are people currently within the local programs who are questioning whether or not they want that kind of product in their school breakfast program.

The reason being that they are not at all convinced that taking an already bad dietary habit, that of eating sweet, cake-like foods, and merely fortifying the food, and then presenting it to the children, is going to really in the long run be helpful because the children will begin to think that sweet, good-tasting cakes are in fact nutritious and, unless all sweet, good-tasting cakes are fortified, may very well consume things which the dietitians would not like them to consume.

This question is being raised within the Montgomery County school system presently about the use of that particular commodity.

What I am suggesting is that there is a debate here of large magnitude about the context in the way we approach the food supply.

Do we, for example, accept what are basically bad nutritional habits, that of eating large amounts of soft drinks with high sugar content, a great deal of candy and cake? Do we accept these and merely try to make those products good products?

Or, on the other hand, do we try to create products which are, in fact, nutritional and do not cater to these bad eating habits?

I suggest this is a contextual question which involves many, many people who are both inside and outside the food industry.

There are other examples which could be gone into. The example of white bread and its value. It has been Mr. Cotton's position in communications with our organization that white bread does not form a major portion of the diet. Again I suggest that this is a contextual question.

On the other hand, Pillsbury's own studies in Chicago have shown that white bread in certain areas of the ghetto of Chicago forms a tremendously important part of the diet.

Now, what I would like to know as a question of debate, I would like to see whether or not Pillsbury or Wonder Bread is correct in its analysis about how much white bread is used and what implication that has in the context of our current dietary situation.

It might well be that white bread performs such an important role in terms of consumption that we may want to do more enrichment of it.

I would also point out that many people in this morning's panel referred to the idea of bringing their flour products up to the enrichment level as defined by the Food and Drug Administration, whereas the debate from the site of the issue I present is that that is not adequate, that even if all flours and cereal products were fortified to the proper level as the FDA sees it, that would not in fact address the problem of nutrition, not just what the FDA has said is permissible.

I would also point out that the food industry has on a number of occasions agreed with this point. But just bringing up the food to that level will not in itself be enough. So I am suggesting that the context that we are debating is what we are talking about.

You raised the same issue when you asked about the total inclusion of additives. Even in the Pillsbury program which Dr. Bowman outlined, he suggested that they were looking at the amount of additives in each individual food. I am sure they could retrieve the information about how much additive of a given kind they use in all their foods. Even that does not answer the question of what the other companies are doing in regard to a specific additive. This may well be a serious problem.

Now, what concerns me most about this, the fact that I see a contextual or a context argument being raised here, is that there is a propensity on the part of the witnesses this morning to be willing to refer such questions to the Food and Drug Administration, such as the GRAS list, whereas there are other questions which they do not wish to refer to the Food and Drug Administration because they feel it is recalcitrant or does not carry out its work in the proper direction or with the proper resolution.

I would suggest that the food industry's approach to reviewing the GRAS list and allowing the FDA to proceed or come up with some answers within the context as they see it is not a proper approach.

The Food and Drug Administration presently is not, in my opinion, and this is in my submitted testimony, is not in my opinion regulating food additives in this country to the proper degree. The proposal that it has presented on the generally recognized safe list is sadly lacking as a proper regulating proposal.

The CHAIRMAN. Mr. Turner, you may recall this committee turned the spotlight on that problem about a year and a half ago. We got into the cyclamate question and other things, and we raised fundamental problems about the criteria that Food and Drug Administration was using in determining the GRAS list.

I had thought that considerable progress had been made in improving that situation since then. Do you think that is not the case?

Mr. TURNER. It is my feeling that there has been a considerable amount of progress in recognizing the fact that a problem exists. There has not been considerable progress in recognizing that there are ways in which that problem can be solved and those ways are not now being used.

For example, in its proposal on the GRAS list the Food and Drug Administration has adopted a definition of safety which is different from the definition of safety which it uses for food additives. Under the definition of safety for food additives there must be evidence available establishing the safety of the food additive.

Under the definition for the GRAS list review program there need only be an absence of evidence showing that the substance is harmful.

In other words, the burden of proof has been shifted. Now, if a GRAS list substance is looked at and there is no evidence on it either way, it will continue to be GRAS under the definition as proposed by the FDA.

However, if the standard definition of safety had been used in this program, a substance that has no evidence presented on it at all would be considered to be not acceptable for admission for the food supply until evidence is presented.

The food industry's argument about the GRAS list is even broader than this. They argue that the FDA does not even have the right to establish what is on the GRAS list, and what is not. They call what authority does exist merely advisory.

I am suggesting that that kind of attitude on the part of the food industry (an attitude which has been encouraged by 13 years of nonregulation by the FDA) is in violation of the law and is in violation of the principle of providing safe food additives for the American public.

I would also suggest that industry argument, which has been given credence by the FDA's own work over the last 13 years, is the last and final argument that justifies repeal of the GRAS list as proposed by Senator Nelson. I would suggest the best way to solve the GRAS list problem we now face, which the FDA recognizes and even the food industry in a number of instances recognizes, is to require all chemicals added to food to be subjected to some kind of review and regulation. This would be the essence of what Senator Nelson has asked for.

The CHAIRMAN. That would be as an alternative to the present GRAS list published by the Food and Drug Administration?

Mr. TURNER. That is correct. It would be an alternative.

The CHAIRMAN. Would it be under the administration of the Food and Drug Administration?

Mr. TURNER. The issue that the Food and Drug Administration has raised is that there are certain substances which do not fall under the food additives amendment. Those substances are GRAS list substances. Therefore, we will treat them differently than we treat food additives.

My argument is that these substances should be treated as food additives are treated. This is the situation as I see it developing. And the FDA would regulate the total set of additives.

I also will point out that enough legal questions have been raised about the GRAS list proposal, both by our organization and by the food industry, to insure that it will be tied up in litigation for a long period of time, which to me is a tragedy because it means that there will not be an effective regulation over those additives during the time of that litigation.

The CHAIRMAN. Let me just touch on a related problem. The Food and Drug Administration, as you know, has had a pesticides survey program for some time where they have been looking at the possible threat to the American consumer of pesticides creeping into our food supply. Yet it was not that agency but an outside researcher that discovered the problem of mercury in fish as a threat to the health of the American people.

Why do you suppose that the Government agency charged with that responsibility was not the one that uncovered that danger, it came from some other source?

Mr. TURNER. The program that is used to survey both trace elements to some degree and pesticides in the food supply is a program which has been known up until now as the total diet study of FDA, in which food products that would be considered the amount that a 19-year-old male would eat in a 2-week period are purchased at local stores and then are brought together for analysis of pesticide residue and in some cases trace elements.

During our investigation of the Food and Drug Administration we discovered that that program was under severe attack internally as being unsound scientifically, engaging in procedures that were not proper, not only scientifically but there were even some ethical questions raised in the charges. It was suggested that residue sample studies were turned in by district offices in the FDA that did not have the equipment to conduct the sampling, for example.

It was suggested that there was a great deal of manipulation of the figures. That where there were differences as wide as 200 percent in a given set of samples they were averaged together to come out with an acceptable figure of 100 percent.

All of these charges were prepared in great detail by a science advisor of the FDA and presented to the FDA; subsequent to that his contract with the FDA was not renewed. He was terminated as an advisor to the agency.

Through my efforts and the efforts of our office we brought this situation to the attention of both Commissioner Ley and Commissioner Edwards. Neither of them chose to act on any of the evidence that was presented. At least they have not informed us of having acted on it.

At one point there was a suggestion that there would be a review of the program. However, subsequent to that time, in September of last year, the FDA informed us that there would not be such a review because it was not deemed to be necessary.

This situation presents a serious breakdown alleged in the agency by one of its key advisors. That serious breakdown has not yet been reviewed effectively by the agency as far as I know. I would suggest that when the FDA conducted its mercury sampling in 1967 these breakdowns in analysis are the reasons that they did not find mercury which subsequently turned out to be there and turned out to be there for many, many years.

The CHAIRMAN. What is the breakdown you are referring to?

Mr. TURNER. We do not know exactly how the mercury problem was mishandled, but in the total diet study when samples were brought in, and when it uses methods which are not the proper scientific methods to analyze residue, which are the allegations made against the pesticide and the mercury part of the program; and when allegations are made that the wrong methods are being used to analyze the residue, when the allegation is made that the wrong equipment is in the laboratory and the study could not be properly conducted, and when the allegation is made that even when there are figures that come out of the study they are manipulated and the FDA does not feel it necessary to review these allegations, I would suggest that somewhere in that breakdown they lost evidence that would establish whether or not there was mercury in the food supply.

I don't know whether it was because they used the wrong method or because they had the wrong equipment or whether they did not believe the figures they got, but whatever happened in 1967 when they monitored for mercury, they did not turn up a mercury residue which all subsequent indications show was probably there, and more than probably.

The CHAIRMAN. Mr. Turner, I appreciated the detailed analysis you provide in your prepared statement on the need for more food safety standards. I am wondering if you could tell this committee what you think is needed in the way of specific legislative recommendations to insure greater food safety?

Mr. TURNER. Let me preface that by reviewing the context of my comments as I make them. The situation that I tried to outline in my prepared testimony is that the FDA raises serious questions of credibility in the way that it responded to the White House Conference recommendations.

There were eight recommendations that were rejected, there were six that were referred to further study, and there were 10—this is in the food safety area—there were 10 that were marked "accept."

When I analyzed those they accepted, it turned out that the acceptance was less than wholehearted and in many cases amounted to the rejection of the central thrust of the recommendation.

I would like to illustrate one specific example that disturbed me greatly. One of the recommendations that the committee made—and I was a member of that committee——

The CHAIRMAN. This is the White House Conference?

Mr. TURNER. The White House Conference Food Safety Panel. One of the recommendations that was made that we felt was very important was that information concerning the safety of food additives should be released to the public and not held within FDA files.

The FDA responded to that recommendation with a rejection, saying that they already did release this information. However, when you read the FDA's freedom-of-information regulations, you find that the information that we are concerned about is in fact listed as that which can be withheld under the freedom-of-information regulation.

This is the master files on food additives, broad applications, color additives, and so forth. These contain massive amounts of information, much of which is relevant to the safety of food additives.

The CHAIRMAN. Under the present law that information can be withheld?

Mr. TURNER. Under the present law the HEW–FDA alleges it can be withheld in its freedom-of-information regulations. Our position is that we will be testing that in court from time to time. The problem, however, is even more aggravated when we check the hearings you mentioned in 1969 and find that the FDA specifically rejected the release of information, refused to release information on one food additive because "the safety studies submitted to the FDA in support of these applications are confidential information."

The fact of the matter is that they are treating safety information as not necessarily subject to release and at the same time are alleging back to the White House conference that there is no problem in this area because they don't do that practice.

I suggest that the credibility problem that is raised by this situation runs through everything that the FDA is doing.

In their nutritional area, for example, there was another difference between the people presenting information this morning. One person asked for strong nutritional regulations. Nevertheless, everyone else however referred to nutritional guidelines. Whether we have regulations or guidelines is the heart of the entire debate about nutritional quality in the FDA.

Some people are saying we must set up not recommended ways of improving the food, but mandatory ways of improving it. But for the FDA to come in, in response to a recommendation of regulation which the White House conference made, and say, "We are moving ahead on this program and we are adopting it, we have established a guideline program," again raises serious credibility about their situation.

Now, the crucial situation, as I see it, for legislative guidelines or legislative proposals would be to more clearly define the FDA's responsibilities and to remove from the FDA much of the current control that it has over various kinds of activities and create a situation in which the FDA acts more as an arbiter about this contextual debate I am talking about rather than one side of that debate.

First of all, I would urge that the GRAS list be abolished. It should be abolished and there should be a 2-year time period in which those substances on the GRAS list can be tested and evidence can be presented as to their safety or lack of safety.

The CHAIRMAN. If you abolish the GRAS list, who would finally decide when the product was safe to go on the market?

Mr. TURNER. The FDA could decide that as it does on food additive petitions now. The authority to make that decision would be with the FDA. The crucial problem as I see it in relation to the GRAS list is that the FDA and the food industry have completely misinterpreted what that law required when it was passed, that is the section of the law setting up the GRAS list.

In fact, the GRAS list is supposedly, according to the language, a list of substances which have been shown through testing or through common use in the opinion of experts qualified to say so to be safe.

I called the language to their attention. I said, "This is what it says. Why don't you do this?" They offered to bet me on the spot that language I cited was not in the law. It was not until I pointed to it that they were willing to acknowledge that they had overlooked this particular part of the law.

It was on the basis of that language, I argued, that the food industry and FDA failed to administer the GRAS list properly. Under the present act there should have been testing for a large number of substances where there has never been testing evidence presented to the FDA.

What I am suggesting now is that we change the law so that it is clear to everyone that this testing requirement is in fact what was intended by Congress and that we begin anew and we do have the testing requirement presented to the FDA for their review as they do under the current food additive section of the act.

A second problem, however, is related to the kinds of questions you are asking. That is, who will do the testing. There is a problem now, first of all, who will decide, once the testing is done. Currently it is the situation under the act and under food additive amendment to the act that the food industry conducts the test on food additives and presents a petition to the FDA, and says, "We would like to use this food additive for the following purpose."

And the FDA evaluates this to decide whether or not the evidence is adequate. It is my suggestion that it is this kind of relationship that has led to some mistakes in the past and some very significant mistakes. The legislative proposal that I think could alleviate that problem would be to create a situation legislatively whereby the Food and Drug Administration becomes a referral board for this purpose.

The industry comes to the FDA and says, "We have a chemical, a food additive, which we would like to present for consideration for use in the food supply."

The FDA then turns around and on a predetermined ad hoc basis, by lot perhaps, assigns the testing of that additive to a predetermined set of laboratories who have been checked and have the qualifications to do the testing. The FDA refers it to the laboratory, and the laboratory's determination becomes a rebuttable presumption of the fact, that is, if they find it is safe for inclusion, the FDA merely says this is safe for inclusion. If they find it is not safe for inclusion, the FDA says it is not safe for inclusion and that particular finding can be rebutted by the presentation of facts by other interested parties.

The purpose of this is to break down what is a recognized scientific principle of bias which happens when an individual has a great deal of personal value riding on finding a certain decision. If a food additive testing laboratory can find an additive is safe, they will tend to do so, if it means they will get more business. That is the suggestion I am making, and we have some evidence on. Now, this proposal would mean authorizing FDA to do this. The money for the proposal would come from the food industry just as it does now. They now pay for the testing. It would come from the food industry in this case.

FDA would take the money from the industry and pay it to the laboratories. All that would be needed from the Government to run this would be the administrative cost to run the program which should not be high.

I might point out that the GRAS list proposal which the FDA has made in the Federal Register is estimated to cost 2 to 2 and a half million dollars for the next year. My suggestion is when that money is spent and that program has gone through its first year, we will be no closer to knowing which additives on the GRAS list are unsafe than we are right now, except by accident.

Too much of the food policy in FDA and in the food industry has been characterized by a program of science and industry stumbling on each other in the dark, as was mentioned earlier today. Too many of the decisions establishing the context in which we carry out our food policies have been purely accidental and have not been actually the result of carefully planned, executed, and integrated kinds of scientific activities.

The kind of legislative proposal I mentioned is one which I would hope would begin a process of solving that kind of contextual breakdown.

The CHAIRMAN. Thank you very much, Mr. Turner. I wish we had more time to ask additional questions, but it is almost 12:30. I think we are going to have to adjourn for the day.

It may be at some future time we will want to call you for additional questions.

Mr. TURNER. If you do have any further questions, if you would like to present them to me in writing, I will be more than happy to write answers to them for inclusion in the record.

Thank you very much for the opportunity.

The CHAIRMAN. We appreciate your appearance.

The committee will be adjourned.

(Whereupon, at 12:30 p.m., the select committee recessed, subject to the call of the Chair.)

APPENDIX

FEBRUARY 25, 1971.

Hon. GEORGE S. MCGOVERN,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR MCGOVERN: May we express sincere thanks on behalf of the food industry for the opportunity to have had its leaders appear before the Select Committee on Nutrition and Human Needs. This allowed them to speak positively of some of the major achievements since your earlier hearings in 1969.

Through your efforts we believe the results were beneficial for establishing a community of understanding and a climate for progress in meeting our mutual objectives—a better diet and more healthful life for all Americans.

We are also deeply indebted to the Committee's Staff Director, Ken Schlossberg, for the courtesy and cooperation extended to our food industry representatives.

Sincerely,

GEORGE W. KOCH.

White House Conference on Food, Nutrition and Health

REPORT OF FOLLOW-UP CONFERENCE

THE WHITE HOUSE
WASHINGTON
March 1, 1971

MEMORANDUM FOR

THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF THE INTERIOR
THE SECRETARY OF AGRICULTURE
THE SECRETARY OF LABOR
THE SECRETARY OF HEALTH, EDUCATION
AND WELFARE
THE DIRECTOR, OFFICE OF ECONOMIC OPPORTUNITY
THE CHAIRMAN, FEDERAL TRADE COMMISSION

SUBJECT: Evaluation of Federal Efforts in Food, Nutrition and Health; Results of the Follow-up Conference at Williamsburg on February 5

Attached is the final report of the White House Follow-up Conference on Food, Nutrition and Health held at Williamsburg, Virginia, on February 5. The various panel chairmen and vice chairmen prepared this analysis of Federal actions in the important area of food, nutrition and health taken since the original White House Conference on this subject held in December 1969.

I commend this report and its recommendations to your careful review. This is an area of high priority. I hope you will find the analysis useful in improving the ability of government programs to meet the food, nutrition and health needs of the American people.

John D. Ehrlichman

John D. Ehrlichman
Assistant to the President
for Domestic Affairs

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WHITE HOUSE FOLLOW-UP CONFERENCE ON FOOD, NUTRITION AND HEALTH

ORGANIZATION

The White House Follow-Up Conference on Food, Nutrition and Health, was held in Williamsburg, Virginia on February 5, 1971.

A. Procedures

Procedurally, the Conference consisted of an Opening Session followed by small, working sessions wherein the Panel and Task Force Chairmen and Vice Chairmen met generally along the lines of the major sections of the original conference. At the Opening Session there were presentations by Secretary Richardson, presiding, and Secretary Hardin, Dr. Mayer and Mr. McFarland.

The released text versions of each of these speeches is included in this volume, as well as a Summary Paper prepared by Dr. Mayer and five other conference participants.

In addition, at the Opening Session there was a brief unscheduled statement by Mrs. Yvonne Perry of the Virginia Welfare Rights Organization.

B. Attendees

Of the original 82 invitees, excluding Federal Government participants, 66 actually attended. Given the extremely adverse weather on the day of arrival, this is excellent attendance. A complete list of the attendees is included in Appendix F.

CONFERENCE ADDRESSES DELIVERED AT WILLIAMSBURG, VIRGINIA ON FEBRUARY 5, 1971

Address by the HONORABLE ELLIOT L. RICHARDSON, Secretary of Health, Education and Welfare

Secretary Hardin, Dr. Mayer, Mr. McFarland, and delegates:

The paradox of poverty in the midst of plenty has been well documented and certainly is not news to anyone here. We in this room know all too well that there are many in this affluent land of ours who go to bed at night with empty stomachs and empty dreams–and awaken to face empty days and an empty future.

If Americans experience a collective sense of shame and guilt because this situation exists–fine! It is a first step towards correcting a condition that has been permitted to exist for far too long.

During the year which has passed since this Conference first convened, we have made significant, if uneven, national progress in achieving these ends. We have more than doubled the number of people receiving food stamps. We made free or reduced price school lunches available to all children in participating schools. And we have seen almost every one of our Nation's three thousand counties adopt either a food stamp or commodity program. We are firmly committed to the achievement of continuing progress toward these basic nutritional goals.

What is required now, however, is neither self flagellation to atone for our sins and assuage our guilt, nor self-congratulation, but continuing action–concrete action that helps put food on tables–that provides nourishment for the body and, perhaps, for the soul as well.

Not because we are concerned about disorder if people are not properly fed.

Not because it is cheaper to feed people than to remedy the social ills which hunger so frequently precipitates.

But because it is the only moral, ethical, and humane thing to do.

The problem of nutrition and health must be approached on several levels. One avenue taken by this Administration was the introduction of the Family Assistance Act during the 91st Congress.

It would give me a great deal of pleasure to be able to report to you today that this legislation is now a reality. But as you undoubtedly know, we were fighting the clock during the last session of Congress, and lost.

It is of some comfort, however, to realize that the end of the 91st Congress only signified half-time, and that we still have another half to go.

The Family Assistance Plan continues to be this Administration's highest priority domestic legislation, and its basic principles have been incorporated in legislation recently submitted to the 92nd Congress.

A most important tenet of this legislation is the establishment of a fully Federally-financed minimum welfare benefit of $1600 for a family of four. States, in addition, must continue their present levels of income supplementation in order to assure more adequate total benefits. The FAP payment, State supplementation, and also a Food Stamp bonus of approximately $860 should move large numbers of families across the poverty line—a line defined by hunger and despair. For the first time, families who have been forced to live at subsistence level despite the fact they are working men and women—that is 43 percent of this nation's poor—will be eligible for public assistance.

Our existing programs, the work and recommendations of this White House Conference, and the new initiatives which we, as a society, are taking to end hunger in America, are all part of a larger and emerging pattern of opportunity in American life. . .a pattern which, in President Nixon's words, ". . .open(s) wide the doors of human fulfillment for millions of people here in America. . ."

Address by the HONORABLE CLIFFORD M. HARDIN, Secretary of Agriculture, and Chairman of the Nutrition Subcommittee of the Domestic Council

Secretary Richardson and ladies and gentlemen:

It was in May of 1969, about eighteen months ago, when President Nixon delivered his historic "Hunger Message." He said, among other things: "That hunger and malnutrition should persist in a land such as ours is intolerable."

Since then, with the added stimulus from the White House Conference on Food, Nutrition and Health, this country has made solid progress in overcoming those problems.

Both in impact and scope, this effort – which is still gathering momentum – is great indeed, as demonstrated by the facts in the Summary Report, which show how the tide has turned from May of 1969 until now.

And to follow up on Secretary Richardson's summary of the specifics, let's repeat them:

- A tripling in the number of people benefited by the Food Stamp Program, from 3 million to 9.5 million.
- More than a five-fold increase per month in the value of Food Stamp bonus coupons, from $22 million to the current monthly value of $128.5 million.
- An increase from 3.8 million to well over 6 million in the total number of needy children receiving free or reduced-price meals at school. Some 800,000 additional youngsters benefit from the Special Food Service and School Breakfast Programs. Participation in the National School Lunch Program totals over 24 million children.
- A widening geographic reach for food assistance. Secretary Richardson mentioned the greater number of counties and independent cities that are participating. In May of 1969, 436 of the country's more than 3,000 counties and independent cities lacked a family food program for poor people; that total has now been reduced to 10.
- There has been a near doubling of the total coverage of all the family food assistance programs, from 6.8 million persons to 13.2 million persons today.

This is a proud record for America, for we are well on the way to attaining the President's goal—to banish hunger from this land for all time.

Never before had the leader of a great Nation set such a goal as a matter of national policy. Never before in the history of mankind had a nation committed itself to cope with hunger and malnutrition on such a vast and unprecedented scale.

The forces of Government were mobilized for the task. In a major reorganizational change during August of 1969, a new Food and Nutrition Service was established in the Department of Agriculture to focus entirely and completely on food programs. A concerted effort was launched to bring about the closest relations with other agencies, and with the private sector.

A few months later, talents and resources from many diverse areas were brought together for the White House Conference on Food, Nutrition, and Health. This Conference generated useful points of view, and a wealth of important valuable recommendations.

The reports before you document the intensity of the effort across a broad spectrum of activities, since the Conference took place. Each of you was actively involved in the massive and creative effort that went into the Conference. You represent the large number of citizens who expressed their concerns and aims with respect to improving the Nation's nutritional level.

President Nixon asked that I convey his personal and most genuine thanks to you and the thousands of dedicated persons who have toiled to translate the Conference recommendations into the kinds of actions being reported on today. Federal; State, and local governmental personnel; businessmen and industrial leaders; representatives of numerous organizations; individual citizen—you have all earned the Nation's appreciation.

Gratifying as the progress has been in the months that have followed the Conference, we can all recognize that much more remains to be done.

It has been written that, "Recent studies and events on the American scene dramatize the stubborn persistence of 'pockets' of poverty, disease, malnutrition and ignorance. .Here in the United States there is enough food and enough of the right kinds. The problem is now to get it to the people who need it."

Those words have currency today, even though they were put down on paper more than two years ago, and I hope I will be pardoned for quoting them, in my introduction to the book on "Overcoming World Hunger." That was before I had any inkling that I was going to be invited to Washington to direct an agency heavily involved in efforts to combat hunger at home and abroad.

But we must still seek out the pockets of hunger and poverty, despite the fact that the Conference recommendations add up to a total concept that all Americans, regardless of status, are entitled to a fully nutritious diet. While hunger and malnutrition are indeed universal problems, not confined to age, race, income, or geographic limits, we know that their incidence and degree do correlate closely with income levels.

For this reason, the emphasis and priorities of the Conference had to focus on getting food to people who are hungry because they are poor. But we have recognized also the problems of nutritional deficiencies among people who have money to buy the right kinds of food, yet—for various reasons—do not do so.

As for the specific programs that have been strengthened and applied so successfully in the past two years, these have been consciously directed at making food available to those who need it most, the poorest of the poor – to give deprived children the ability to learn and grow, to give adults energy, and to give the elderly some sense of well-being.

The food programs seek to eliminate deficiencies that hinder people's efforts to achieve economic capability. They serve as a stop-gap until other economic measures can take hold. As the reports make clear, the Administration's commitment to this course is strong and forthright.

Soon after the White House Conference, for example, administrative action was taken to revise and liberalize the Food Stamp purchase schedules.

The Administration also endorsed a series of legislative and administrative actions to carry out the President's pledge to provide free or reduced-price lunches for every needy school child in America. In May of 1970 the President approved Public Law 91-248, which provided the authority for a much stronger, better organized drive to get meals to children who come from poor families.

The new legislation substantially bolstered the effort to provide meals at no cost to youngsters who can afford to pay nothing, and at a reduced price when they can afford to pay a little. We have insisted that the systems of delivery must assure that children will not be embarrassed by being identified by their schoolmates as recipients of the free or token-priced meals. On this one, we need help.

In July of 1970, total funds requested for child nutrition programs were sharply increased from the $657 million spent the previous year to more than $1 billion for fiscal 1971, the year we are in. A full third of that sum—$365 million— is slated for special assistance to needy children, an eight-fold increase over the amount spent for this purpose in fiscal 1969. There is little reason now why free or reduced-price lunches should not become available to all eligible children in schools that participate in the School Lunch Program.

Along with these developments, a range of Federally assisted nutrition efforts have made a significant impact during the past year. For example:

- The Department of Agriculture expanded the nutrition programs, in cooperation with the Land Grant universities. I am speaking now of the 7,000 plus nutrition aides, all of whom are Extension Service employees, who currently work with 244,000 families encompassing about 1,250,000 individuals. A total of 842,000 families have been helped since the program began. As a professional educator, I find the work of the nutrition aides particularly exciting, since typically the women who have been employed for this work are those who did not have college training, some of them did not have high school, many of them were on Welfare prior to being employed and trained for this work. Yet, they have proved that they can be competent teachers. We think that this breaks down a few of education's "old-wives tales" that you don't absolutely have to have a college degree in order to be able to teach somebody something if the training program is food. And we think that this has possibility for other lines of endeavor besides nutrition.
- The Nutrition Program of the Department of Health, Education and Welfare, sponsored by the Center for Disease Control, is supported by 20 nutrition demonstration projects.
- Planning has been completed and implementation is underway for the National Nutritional Surveillance System. This is an undertaking to monitor the nutritional status of the entire population, with special emphasis on low-income groups.

  Remember back to two years ago, and even today, how hard it is to find out what really is the nutritional health of the American people, and remember the surveys that were made by Health, Education and Welfare about a year and a half or two years ago which pointed up to everyone's surprise that we had a rapidly rising goiter problem in this country—a malady that we had assumed had been completely eliminated. But there was no monitoring system that caught it. It's easily corrected or prevented, of course, by iodized salt, but this had been neglected.

  Meanwhile, all persons in the Nation benefit from programs of consumer protection and nutrition education.

- In September of 1970, the Food and Drug Administration contracted with the National Academy of Sciences to produce guidelines on maximum and minimum nutritional content of certain classes of food. The information should prove of considerable value to the food industry and to consumers alike.
- The Federal Trade Commission has created a unit of food enforcement. The FTC also was recently reorganized to increase its responsiveness to consumer needs, with greater focus on false and deceptive advertising.

Action by the Federal Government to foster better nutrition and greater health among people is important, obviously. But action on the part of the private sector and by State and local governments is not only important—it is absolutely essential. Only with the encouragement, leadership and cooperation of private and local institutions can lasting gains be achieved. Your presence here today gives encouraging evidence of this commitment.

Equally essential is the work of volunteer organizations and individual citizens throughout the country in complementing the activities of Government agencies, and of business and industry.

Let us remember, as we move ahead, the advantage that America possesses by virtue of our ability – our genius – to innovate. We know that a properly balanced diet of conventional foods can provide adequate nutrition. Yet we are also mindful of changes occurring in dietary habits, and the increasing role of processed foods in the homes and dining places of the Nation. Accordingly, we have been interested in encouraging improvement in basic processed foods, to the extent that these innovations offer improved nutrition to people.

In this regard, we look on innovation in the sense that engineered foods can bring about better stability, improved nutrition, greater convenience, and often higher acceptability. The Department of Agriculture is cooperating with the food industry, and Food and Drug Administration in considering ways to make better, more acceptable foods available generally, and to improve the nutritional quality of basic foods – particularly those most popular with children.

Innovation takes many forms. In the Watts area of Los Angeles, the Department of Agriculture is purchasing enriched macaroni fortified with soybean protein, from a small minority-owned manufacturing concern. Not only is the product innovative, but we are also pleased that our Department and the Small Business Administration have been able to provide support for this enterprise by purchasing its product.

Impressive as the accomplishments on all fronts have been, today's reports serve principally to indicate the larger-scale efforts needed in the future. The final mile may well prove to be the most formidable. We must find those hidden pockets of misery, the remote, the withdrawn, the hitherto unreachable. We cannot give food to a malnourished child in school if the school does not provide a lunch program; we cannot feed any hungry person where political or social, economic, and psychological barriers shut out the food assistance programs.

We cannot realize the full potential of the Food Stamp Program when laxity and deceptive practices are permitted to exist. It is imperative that we gain the utmost cooperation of State and local welfare organizations to eliminate abuses, and that program administrators be supported and not attacked for insisting that illegal and improper practices be controlled. Nor can we make lasting progress when ignorance and misinformation block the way.

Yet we do have lots going for us. Today's reports prove that. And how different our task is from that of other nations! In connection with my former duties at the University of Nebraska and as a trustee of the Rockefeller Foundation, I had considerable opportunity to take part in dealing with hunger problems abroad. It was most evident that in the underdeveloped countries where two-thirds of the world's people live, that overcoming hunger depends on many factors, but two underlying ones – increasing agriculture production to a point of near sufficiency, at least, and curbing population growth.

Here in America, our situation is almost unique. Certainly, the factor of food sufficiency weighs heavily in our advantage – our agricultural industry can produce a superabundance. Our situation is also unique because we are able to bring mechanisms into play, like the Food Stamp Program, that have no parallel elsewhere.

And we are mounting the attack against malnutrition on the informational front. Working through the Food Council, the food industry is developing the program, "Public Alert for Better Nutrition." And at the same time, the Advertising Council is gearing up a public service campaign to stimulate keener interest in better nutrition.

Perhaps the ultimate significance of today's reports lies in the fact that we are not working alone. Our mission is not an end unto itself; nor are programs to eliminate hunger substitutes for other, broader efforts to move America forward and to eradicate poverty. That's the final answer.

When he completed his White House duties, Pat Moynihan left some words of good advice, that have been widely quoted. He said, "The Government does not need 'simplifiers' but 'complexifiers' – people who strive to understand the interrelationships of policies and programs, and in so doing, achieve more effective results."

That is a message that is for us here today. Much of the activity in combatting hunger and malnutrition, and much of the agenda of this follow-up session to the White House Conference, relates to the great goals that the President has set forth for America.

Family assistance, welfare reform, health improvement measures, revenue sharing and the returning of power to the people, as well as the restructuring of Government to make Government more responsive to people's needs – our endeavors to rid the Nation of hunger and malnutrition interlink with all of those vital objectives.

Our cause is great. We are progressing at a rate that is unprecedented. And we have the dynamism to move on to even greater accomplishments in the years just ahead.

Address by DR. JEAN MAYER, Professor of Nutrition at Harvard University, and Chairman of the White House Conference on Food, Nutrition and Health

Secretary Richardson, Secretary Hardin, Mrs. Knauer, Ladies and Gentlemen:

There are two extreme opinions, unfortunately both of them widely held, which are equally destructive of our values and our chances for progress: one view, often found among those who have benefited handsomely from our economic development in the past thirty years such as many in organized labor and in the management of large business – which hold that we can do no wrong and that any criticism of our system is based on exaggerations if not on downright inventions. Such people have tended not to believe that there were widespread malnutrition and illness due to poverty in the United States and have considered almost as subversives those who described these conditions. According to their view, there are no consumer problems in our country, and consumerism is just the work of a small minority eager for cheap publicity. The contrary opinion is popular among the young, the intellectuals and the poor: the country can do nothing right; successive administrations, the present one in particular, conspiring with vested interests have deliberately kept millions of our fellow citizens in abject poverty and peonage. As for the food industry, they hold that it is plotting night and day to poison the American people, with the overt complicity of the regulatory agencies. Neither group will find comfort in our proceedings. But the great majority of our people will. For I believe that the picture that we are examining today is one of gigantic progress but also one of large remaining tasks. Under the leadership of a President who was the first to make "the elimination of hunger in America for all time" a national goal, with the help of a Congress inspired and prodded by the debates of the members of the bipartisan Senate Committee on Nutrition and Human Needs, and through the handwork of two devoted and hardworking Secretaries at Agriculture and HEW, the country has made more progress in the fight against hunger in the year since the White House Conference than it had in the twenty-five years since the end of World War II. Since the White House Conference, the number of Food Stamp recipients has gone from two to nearly ten millions; the monthly family allotment has been increased by fifty percent and the price has been decreased – to nothing for the very poor. The number of children receiving free school lunches has essentially doubled, to about six million. And several accessory programs have shown similarly great leaps forward. Every state of the Union has had its own Conference on Hunger and Nutrition and is developing local programs in addition to the Federal effort. These are great achievements for which we can thank not only the Administration and the Congress but also great national organizations, in particular the women's organizations so ably orchestrated by our women leaders at the Conference. And yet at the same time, facts keep on reminding us that the millenium has not arrived and that there is still a lot to do to help people who somehow fall between the cracks of existing programs.

Let me illustrate this statement by a striking example. In January I spent a little time in Denver, Colorado, and had an opportunity to look at the health and nutrition picture of migrant workers. I can describe it in a few figures. Since the period of the White House Conference, the University of Colorado Medical Center has admitted seven children with kwashiorkor, and literally dozens with more or less advanced cases of marasmus. These diseases, as you know, are acute forms of the protein-calorie malnutrition syndrome. Pediatricians there have demonstrated unequivocally that many of these children who superficially appeared to have recovered from the acute malnutrition syndrome never recovered normal growth and remained permanently retarded mentally. The perinatal figures also reflect the poor state of health and nutrition of the migrant families in Colorado: a fetal wastage of over 79 per 1000 and an infant mortality of 63 per 1000, well over three times the national average. Besides their poor housing, a family mean actual income of $1,885, the need for infants to travel with their parents, migrant families are not, in practice, included in the medicare-medicaid hospitalization programs, are refused admission in the private hospitals of Denver (unless they have, for example, $300 in cash at the time of delivery) and are not eligible for food stamps while travelling (or for that matter in Texas in their home counties during the winter months). They are not eligible for unemployment compensation. These people, may I remind you, are not people who are waiting for the Government to support them. They are men who are killing their wives and their children trying to get work – and subsidizing both the food industry and the consumers out of their misery. They are fools, honorable fools, but fools. Their wives and their children could receive better care, better housing and better education if they moved North and went on Welfare. I believe that we have in this room the people who can be instrumental in stopping this national scandal – through pressing for the Family Assistance Program, eligibility for Unemployment Compensation for the migrant, permanent certification for food stamps, permanent eligibility for medicare-medicaid, nurses, nutrition aids and teachers in the migrant stream, and a more humane attitude among farmers, the food industry, physicians and hospital administrators and many of us Sunday Christians that we are.

Let me add, in case you think that I believe that all such dereliction occurs far from my home town that while I see steady progress in the development of food programs in Massachusetts, Boston is as good a city as any to see their shortcomings. The progress of the school lunch program has been agonizingly slow with thousands of very poor elementary school children still not able to avail themselves of this national resource. Food Stamps are by and large not available. As for the commodity program, I can only tell you of what goes on in the Center nearest my laboratory, 1280 Tremont Street in the heart of Roxbury. Of the twenty plus commodities theoretically available only 15 have ever been listed, and seven were in fact being distributed as of the beginning of this week. Butter, evaporated milk (a very unpopular item, although you can cook with it, you can't use it as a plain milk beverage), chicken, lentils for soup (very unfamiliar item to all but a small minority), sweet potatoes, shortening and corn syrup (another difficult item to use). This constitutes obviously the most preposterously unbalanced diet: there has been no cheese for 3 months, no peanut butter, no macaroni, no potatoes, no fruits, no vegetables, (applejuice, a pleasant but nutritionally not very useful juice is "on order") as well as no instant dry milk (which is popular as a plain milk beverage and can also be used for cooking), no other meat or fish, etc., for many weeks. It is impossible to obtain even half-way decent nutrition for healthy people with this combination of foods. (For example, there is no source of vitamin C, hardly any of B vitamins, etc.) As for those who have any health problem at all, dietitians of the Peter Bent Brigham Hospital who man the nutrition outpatient departments in the health centers are at their wit's end. I understand the problems of a program which is being phased out and whose personnel may well be demoralized. But in that case, let us stop the program now and transfer immediately the 2 million Americans still on it to Food Stamps. Let me say that I am convinced that in the cases I have just cited, the failure is not a purely Federal one. State and local authorities and the citizenry at large does bear much of the responsibility. The older I get, the more I am convinced that, in the long run, the most difficult, the most intractable problems are the local problems. The Federal government has done much more, in the enlargement of the scope and the better administration of its programs, than have the States, and municipalities. It still has to develop better feedback from local communities. It also must develop a greater measure of leadership and inspiration which will make local functionaries and local elected officials feel that when programs do not function as they should, blaming Washington is not enough: they – and all of us – fail until the programs succeed.

Finally, a word about consumer problems. There again, the achievements are important. The Food and Drug Administration, the Federal Trade Commission, the Office of the Assistant to the President for Consumer's Affairs are to be congratulated for elaborating new regulations which will go a long way towards informing the public and increasing its protection against the hazards of pollutants and of insufficiently tested additives. The food industry has, in the past twelve months, considerably increased the scope of its enrichment programs, which now embrace thousands of items hitherto unfortified, and developed a number of attractive and informative presentations of nutrition education material, usually based in the food group concept. On the third of February, one large food chain inaugurated its nutrition-labeling program; it will be followed in short order by several others.

This is excellent. But I am not sure that all of us understand yet the full scope of the needs. The percentage of processed foods in our diet has jumped from perhaps 10 percent in 1941 when both our present enrichment policy and the food group approach (seven food groups in those days, actually a vastly more informative method) were designed to about 50 percent nowadays. One third of the meals (and forty percent of the money spent on foods) are now taken outside of the home. In addition, I believe that the following factors are highly important: like all our industries, the food industry desires to be a "growth" industry. Because the population of the United States is growing slowly, and individual intakes are declining as a result of decreased physical labor and decreased walking, the overall picture is not, inherently, a growth picture. To make it a growth picture, industry is incorporating more and more services into the food: the housewife does not buy potatoes or flour any more, but frozen french fried potatoes, or a ready made frozen cake. This decreases the women's work, but it does largely eliminate the savings in price due to our increasingly efficient agriculture. It also makes food subject to the same inexorable increases in labor costs which afflict all industrial goods and services. The much greater resistance of the public to increases in food prices than to other increases is driving industry to look constantly for cheaper material, such as replacement of expensive meat by inexpensive textured vegetable protein for example. This alone need not be accompanied by a decrease in nutritional value (we can replace one type of protein by another of sufficient biological value) provided we do not further eliminate at the same time, the vitamins and trace minerals which are not included in our 30 year old enrichment program. What I am afraid will develop unless we are careful is a "horsepower" race with more and more of a few vitamins and minerals being added to all foods while twenty equally important nutrients, which happened not to have been limiting in 1941, (and some of which may not be known now) are left out of a more and more processed diet. As the population pressure and manpower costs increase, this may pose real problems to our population. Some of these problems may be with us already. Now that our urgent hunger problems are beginning to be under control, we must attack vigorously our important consumer problems. We need a vigorous research effort into trace minerals and "secondary" vitamins requirements and we need a more rapid procedure than we have to establish at least tentative recommended allowance for those secondary vitamins and trace minerals, otherwise our quickly evolving food supply will no longer be adequate. The trend toward highly processed foods can probably no longer be reversed. Let us make sure that we make them as nutritious as we know how.

I would suggest that we ought to devote one tenth of one percent of the Nation's food bill to Nutrition Research. We also need to educate our public to the continued value of the primary foods – fruits, vegetables, meat, fish, eggs, milk, whole grain cereals, particularly until we have a truly comprehensive nutrition policy. At present let us recognize that the bulk of advertising is directed at promoting highly processed snack foods and such things as candy, soft drinks, and alcoholic beverages, which can only be consumed at the expense of the primary foods. I would also suggest that the nation ought to spend one tenth of the food advertising bill (or another one tenth of one percent of the food bill) on nutrition education programs aimed at promoting not only increased knowledge of the significance of nutrients (food groups obviously are inapplicable for the highly processed foods – what food group is a pizza?) and at understanding of nutrient labeling but also at promoting actual change in attitudes as well.

Finally, we are making constantly more demands of our Food and Drug Administration as regards safety from involuntary additives such as pollutants, retesting of voluntary additives, better labeling, clearer and more understandable standards. But we are not giving the F.D.A. the additional resources which it needs to do the job. There again, I would suggest that one tenth of one percent of the Nation's food bill is not too much to spend to monitor its safety and nutritional value. These three components totalling three tenths of one percent – 3 cents for every ten dollars – would enormously improve our knowledge of nutrition, the wholesomeness of our food supply and our food habits.

If we do this, we may at the same time be on the road to solving some of our important general medical problems as well as our nutrition problems. Whether we consider our number one killer, cardiovascular diseases (which has prevented our men from improving their life expectancy in the past twenty years in spite of a more than quintupling of expenditures for health – over 70 billion last year!) or the most widespread of all diseases, dental caries, we shall not solve these as long as our people consume over 100 pounds of sugar per person per year and almost as much by weight (much more by calories) of saturated fat. The combination of food technology and nutrition education gives us a chance to do what medicine alone cannot do – and would save a great deal of money, as well as suffering in the long run. It will be a difficult road but we should start right now.

I think that what has been done in the past year is impressive enough to give us the confidence we need to solve our problems. We have made a great start. Let us not relax our effort.

Address by JAMES P. McFARLAND, Chairman and Chief Executive Officer, General Mills, Inc.

Secretary Richardson, Secretary Hardin, Mrs. Knauer, Dr. Mayer, Ladies and Gentlemen:

Fourteen months ago those of us in this room participated in the White House Conference on Food, Nutrition and Health. We were joined under the leadership of Dr. Jean Mayer by hundreds of concerned citizens—men and women dedicated to the proposition that we could and must find ways by which every American could be assured of a healthy and nutritious diet.

I recall that on the last day of the Conference one of our panel members turned to his neighbor and asked, "Do you think the Conference has been a success?" And the answer was, "I don't know - come back in a year, and I'll tell you."

Today, our task is to evaluate the events of the past year and to measure our progress against the needs and the demands of our society. The American people are entitled to an accounting of how well we have performed against the challenges which the Conference posed for each of us in December of 1969.

I submit that in one very real sense the White House Conference of a year ago was an immediate success. It identified and isolated specific problems; it established a national climate of concern; and it marshaled the combined resources of Government, agriculture, the food industry, science, education and the "man in the street" to attack wholeheartedly our weaknesses and our shortcomings. These combined resources have achieved much in the past 14 months, and I am pleased and honored to serve today as the spokesman for the American food industry.

I am keenly aware of the dedication, the social consciousness, the practicality and the dedication with which our industry's people are addressing themselves to the vitally important task before us. Such responsiveness is not new for the underlined motivation of our free enterprise system is based on the providing of service and value to the consumer – this motivation has characterized our industry for many years and has enabled it time after time to respond successfully to the particular challenge of the day.

It may be useful if at this point we remind ourselves of the basic four – and here I am not talking about food qualities but rather about the basic four responsibilities of Government and the food industry as defined by the Conference.

1) To enhance the nutritional well-being of all Americans.
2) To provide information to facilitate consumer understanding of food and nutrition.
3) To assure the safety and quality of all food products.
4) To assist in the improvement of the American social environment.

Before discussing in some detail and with specific examples of how we have responded to these basic four, I should like to make some general observations about the scope and complexity of the situation facing us.

First of all, it seems clear that we need to find out a great deal more about hunger and malnutrition in the United States than is now available to us. The recent Department of Health, Education and Welfare's ten-state survey provided us all with a wealth of insight and knowledge but more data is needed.

Obviously, malnutrition is often the direct by-product of poverty and yet in the survey it was noted that well-nourished families were found living side by side with victims of malnutrition even though family income was similar and at the poverty level.

We find malnutrition in families and individuals where lack of purchasing power cannot be blamed—the bad eating habits of teen-age girls and some young pregnant women are not confined to the poor. There are special problems among some of our aged, there are pockets of malnutrition caused apparently by geographic isolation, and there are situations where ethnic based food preferences make for an inadequate diet.

It's risky to simplify but I'll try nonetheless. Some people are malnourished because they simply can't afford to buy the necessary food. This is an economic problem. Some people are malnourished even though they have the money—they just don't know what to buy. This is an educational problem. And some people are malnourished even though they have the money and know what to buy—they just don't care about good nutrition. This is a motivational problem.

Let me now return to the basic four responsibilities set before us by the Conference one year ago —

The first was to enhance the nutritional well-being of all Americans. One very basic response to this particular challenge continues to be our ability to provide more people with more good food at low cost than any other nation in the world. Despite inflation, food costs as a percent of earning power continues to decline. The credit for this achievement belongs to a great many different segments of our society, and our challenge for the future is to improve upon a system which works extremely well for most people and to extend the benefits of our production and distribution system to groups with special needs.

If we are to make our system work as well for all persons as it now does for most of us, cooperation between the private sector and Government is essential. We have seen one dramatic example this past year of what can be done in the expansion of the federal Food Stamp Program. The United States Department of Agriculture mounted a vigorous campaign to stimulate participation of local communities in the plan, and in five states local leadership and the food industry assisted in the effort.

The USDA-food industry information and education campaign was mounted in 5 states where the food stamp plan was not in effect. We are proud to report that in Minnesota, Wisconsin, Ohio, Virginia and Texas, the food industry has helped make food stamps available to literally tens of thousands of persons.

In another area calling for Government action and industry support, we were less successful. Our present food marketing systems cannot provide adequate nutrition where there is not adequate income, and many elements of the food industry including the Grocery Manufacturers of America, therefore supported the Family Assistance Act of 1970.

We were disappointed but not disheartened by the failure of this measure in Congress, and we shall continue to fight for the passage of appropriate legislation in 1971.

The enhancement of the nutritional well-being of our citizens means better new products together with the improvement of our traditional foods – in this respect it has been a banner year. For example:

1) A broadly distributed breakfast drink has been reformulated to include higher amounts of iron.

2) A new pasta product has been introduced – an excellent protein value with great promise as a low cost, highly nutritious substance.

3) A product now in test market consists of two cake-like squares containing vitamins A, B-1, B-2, B-12, C, D, E in addition to calcium, niacin, phosphorus and iron and with as much protein, vitamins and minerals as a complete breakfast.

4) Another new product in the form of a cake will, when served with eight ounces of milk, provide 1/4 of the recommended daily allowance of all nutrients for a twelve year-old boy. The product is well accepted and is readily served in inner-city schools since no utensils or special personnel are required.

5) The nutritional improvement of snack products has been notable. One manufacturer now enriches his complete line of 230 wheat-based products with vitamins B-1, B-2, niacin and iron. A potato chip-like product fortified with soy protein is available.

6) Further examples of nutritional upgrading include the widespread use of enriched flour in such products as cake, brownie and pancake mixes, the addition of vitamins to fruit drinks, margarine enriched with vitamins A & D, fortification of instant dehydrated potatoes with vitamin C, one-dish dinners with meat supplementation by textured protein products, enrichment of children's cereals with vitamins and minerals, iodization of almost 2/3 of all salt consumed in the so-called Goiter Belt and the enrichment of more than 2/3 of all milled rice and rice products sold in this country. Finally we are told that the levels of iron in the flour and bread standards under the control of the Food and Drug Administration are to be increased by a factor of three in line with a recommendation of the National Academy of Science and the American Medical Association. In addition, the level of the B vitamins will be increased by fifty percent.

Perhaps most significant for the long term is the genetic modification of grain and legume proteins. Earlier improvement of corn and rice proteins has been followed within the year by a genetic breakthrough which leads toward a substantial increase of the methionine content of beans generally. This work was underwritten by a major food manufacture.

Let me add one word of caution. Nutrition is not an exact science, and our knowledge and our understanding both grows and changes with each passing day. We believe strongly in the principle of the addition of nutrients to food. We do not endorse, however, the indiscriminate fortification of food products. It can be overdone. Industry, science and Government must work together to make certain that in attempting to improve the health of our consumers, we do not endanger their health or further increase the cost of the products that we make them unavailable to those who likely have the most need for them.

The second basic responsibility given us by the White House Conference was "To provide information to facilitate consumer understanding about food and nutrition." You will recall that I have suggested we are dealing with not only those who need to be educated but with those who must be motivated.

The record will show that in response to this challenge we are today providing more nutritional information to more people and through more difficult means than at any previous time in our history. These include efforts by individual companies, by trade associations, by different segments of the food industry and by the advertising fraternity. It is an ever growing, ever more effective communications program of gigantic proportions. We strongly believe in its achievements and potential. For example:

1) The Food Council of America has been re-established as a vehicle to disseminate nutrition information. Sparked by the retail segment of our industry and supported by other elements of the food business, the Council launched a campaign based on the familiar theme, "Eat The Basic Four Foods Every Day." Literally hundreds of thousands of displays, posters, color books, recipes, articles, media advertising, point of purchase materials and food labels were utilized.

2) We will see this spring and summer a major national public service advertising campaign. This is a joint effort of the Grocery Manufacturers of America, the Advertising Council, the U.S. Department of Agriculture, the U.S. Department of Health, Education and Welfare and the National Academy of Science. The planning is done, copy being written and all America will be exposed to the impact of this nutritional information and education campaign.

3) The Nutrition Foundation, an organization supported by the food industry, is developing a program to get nutrition information to young people through the school; specifically, it is developing 15, 30 minute television programs for teachers which will constitute a credit course on nutrition and food.

4) The cereal industry has carried out an extensive program using package backs to tell the story of good nutrition. Over one-half billion packages and nutritional messages are involved.

5) Individual company efforts have been legion and increase every day. Some examples:

   - A 28-minute film on nutrition and health.
   - An experimental series of nutrition education television messages aimed at low-income families.
   - Underwriting of the nutrition segments of 4-H Club work – largest youth nutrition education program in the U.S.
   - Massive displays of in-store material devoted to nutrition plus substantial advertising space in newspapers used by retailers for the same purpose.

Here are some examples, and I stop, not because I've run out of examples, but out of time.

The White House Conference Panel on Food Packaging and Labeling said that "We are convinced the (nutrition) communications must be improved with the consumer, whomever he may be, wherever he may live or shop."

One of the key elements in such communications is the matter of nutritional labeling of food products. The food industry endorses and has been cooperating with the Food and Drug Administration studies to find the best method of communication nutrition information to the consumer by means of the product label. Currently, three possible approaches are being studied with actual consumer reactions and consumer understanding being tested. Any of the three approaches will provide the essential basic nutritional information about a particular food to the consumer. Additionally, it is encouraging to note the approach adopted by a number of manufacturers offering on their labels to make available to concerned professional people the detailed composition of the product.

The third basic responsibility given us by the White House Conference was "To assure safety and quality in all food products."

There has been for many years a full recognition on the part of industry that Government must play an essential role in this area. This is not to say that industry should only react to Government pressure or mandate but rather that Government and industry must cooperate in fulfilling their joint responsibility to the consumer. Some of the more recent developments in this area include:

- An educational and promotional effort by the food industry to achieve universal support of GMP - Good Manufacturing Practices established by Food and Drug.
- Industry support for congressional appropriations large enough to fund inspection needs of various regulatory agencies.
- Industry support for Food and Drug in its plans to establish and publish national guidelines.
- There has been a notable increase in the number and sophistication of tests used to assure the quality of ingredients both by Government and industry. The extent and impact of the increase can be recognized when we look at the microbiological laboratory work done by just one food manufacturer in the present year. A number of individual analyses rose from 39,700 in 1969 to more than 57,000 during the year just concluded. All of this can be translated into a sharply increased investment in time and money on behalf of improved product quality and product safety.

The fourth and last basic responsibility as defined by the White House Conference was "To assist in the improvement of the American social environment."

Surely, no one can argue that this is not a responsibility incumbent upon each of us. It is a challenge to the individual, to the family and to all of our institutions throughout the nation. It is a challenge which recognizes that the American dream is still a nightmare to far too many of our citizens. It is a challenge which recognizes the inescapable truth - those of us responsible for the operation and success of a profit-making enterprise must at all times pursue our goals in a manner wholly consistent with social good.

Each of us will view his responsibilities a bit differently than his neighbor. Commitments will vary and priorities will change with the passage of time and a change in circumstance. I am in no position to speak on behalf of the men and women of our American food industry in this regard except to say that I know them to be fully dedicated to using their talents and resources so as to assist materially in the improvement of the American social environment. For example:

1) Day care centers, housing rehabilitation, recreational programs, community clean-up projects and school operations characterize food industry involvement in the inner-city.

2) The largest single supporter of re-runs of Sesame Street is a food manufacturer. In fact, food companies help finance this program in over 20 major cities.

3) Programs to assist minority entrepreneurs are numerous in the food industry as is close cooperation with NAB and related agencies.

4) Our social environment is oftimes most directly improved or changed by legislative action. We have within the food industry this past year given a great deal of thought and study to a wide variety of legislative proposals before Congress and have taken positions which we feel to be in the best interests of our nation. Some no doubt will disagree with our views on specific bills, and we may well disagree at times among ourselves. We do believe, however, that we should let our voice be heard and at the same time listen long and carefully to those who have a different point of view.

As I look back over the past year, I am impressed by what has been accomplished. It has been innovative, it has been constructive, and it has been substantial. And as I view where we are today, I am once again impressed – this time by how much more demands to be done. None of us in industry views today's session as anything more than a brief respite, a breathing spell that gives us the chance to make a progress report. Tomorrow, like yesterday, we'll be back on the firing line and working toward the full attainment of those goals we set for ourselves one year ago.

One final word: A noted ecologist is fond of saying that a fundamental law of nature is, "Everything depends upon everything else." I believe that if we are to be successful in our fight for improved health and nutrition we must adopt the same principle – only we might put it, "Everyone depends upon everyone else." There has been this past year perhaps too much criticism and not enough communication. We are (or should be) after all, allies, not enemies. I would hope that in 1971 the Government official, the strong consumerist, the educator, the businessman – that somehow all of us would realize that if we can but enlarge our field of common understanding and agreement we increase ten fold our chances for success.

There are two ground rules which I suggest we all adopt:

1) Let us open wide the doors of communication and talk not merely with those with whom we agree, but more importantly, with those whose views are dramatically different from our own.

2) Let us at all times be willing to recognize the sincerity and intellectual honesty of those with opposing views. Nothing is to be gained by impuning the motives of those with whom we disagree. The American people and their needs for improved nutrition deserve nothing less than the best efforts of all of us. We are all headed in the same direction and seeking the same objectives. The more we help each other, the sooner we will attain our goal. Toward that end, I pledge the support of our American food industry.

Address by MRS. YVONNE PERRY, Representative of the Virginia Welfare Rights Organization

Ladies and Gentlemen:

I am Yvonne Perry, Representative of the Virginia Welfare Rights Organization.

We are very disappointed that we were not invited to this Conference, that we had to come uninvited. If you have seen our fact sheets, you will notice a major difference of opinion in the effectiveness of Nixon's effort in the area of hunger. We are using Secretary Hardin's figures, and we just assume that they are correct.

As you will note, only one out of five people eligible for the Food Stamp Program is now receiving benefits. One of the major problems is that the people are unaware of their rights. One of the reasons for this is that the poor people are not involved in the planning of programs that are supposed to help them. An excellent example of this is that we had to attend this Conference uninvited.

We have some resolutions we think would be meaningful in getting Food Stamps to the hungry people, not just talking about it. You can ask any Superintendent of Welfare where there is Welfare Rights – the reason that these food programs are really enforced in this last year is because the Welfare Rights Organization, which is an organization of poor people, is out in the areas getting these people informed of their rights. We don't know whether it is the locality, or the Federal Government, or who, but we are informed when we go to the locality that it is the Federal Government that is causing a lot of the people to be ineligible for Food Stamps.

Resolution Number One: that the Food Stamp Program be changed so that a participant's real income is used as the basic figure for cost of Food Stamps and bonuses. Real income includes money spent for rent, insurance, transportation for children such as bussing, utilities, work-related expenses, and day-care expenses. I would like to put some input in this. Right now the average poor person is not getting their needs for full utilities that they are allowed, that they use, that they are being charged by the Virginia Electric Company. And this makes it a very bad hardship on a family.

Two: that Food Stamps be made available free of charge in States whose welfare-grants levels are below $1600. And maximum allowance be permitted whenever the real income of an individual leaves him less than $1 per day for food.

- That all Food Stamps be made available the same day welfare payments are made.
- That uniform regulations regarding the distribution of Food Stamps be established.
- That Food Stamp participants not be forced to use outdoor distribution facilities.
- That banks distributing Food Stamps should be made to serve participants during all the banking hours, and serve us with some courtesy.
- That Food Stamps be usable in the purchase of canned corn beef, sardines and other imported foods which we feel are cheap in some areas, and recipients participating in the Food Stamp Program like those foods.

- That State and local governments be prohibited from collecting sales tax on all food items. As an interim measure, all food stamp users be free of sales tax.

- That the Food Stamp Program be changed so as to allow participants to use their stamps to purchase cleaning materials, soap, washing powder, etc.

- That the Food Program be changed, so that the Federal Government assumes the responsibility of paying the costs of storing and distributing commodity foods.

- That the Follow-Up Conference be held each year, with full participation of the poor themselves.

- That HEW be directed and given the necessary funds to contact private non-profit organizations active in finding poor people and directing them to the Government programs beneficial to themselves and their families.

- That the National Welfare Rights Organization be among the organizations selected.

- That the VISTA component of the Office of Economic Opportunity be continually funded until poverty is eliminated in this country.

- That VISTA Volunteers In Service to America be expanded as follows:

    – That more indigenous VISTA's be recruited.

    – That more private responses be sought outside the firm confines of local government and agencies, and

    – That the number of tours of service for individual VISTA's be without limits.

- That all non-profit organizations actively working toward the goals set down by the White House Conference on Food, Nutrition, and Health be granted tax-exemption status.

- That the National Welfare Rights Organization be included among these organizations.

- That the IRS regulation forbidding lobbying for legislative changes by tax-exempted organizations be waived in the areas of food, nutrition and health, and guaranteed adequate income.

- That an information campaign be immediately launched using the mass media to dispel the many myths which perpetuate about welfare, and that such a campaign have as its main theme "Welfare As a Right."

And one point which I would like to make as Representative of the Poor: I heard today that people might be ignorant for working like the migrants at $1800 a year. The Family Assistance Program for our level is $1600 a year. Now we poor people in the United States today are living off of approximately $3,000 and some dollars for a family of four. And we still have a lot of hungry children that go to bed hungry at night.

If it doesn't take an education to teach somebody, then it doesn't take an education to be ignorant. To jump out of the frying pan into the fire is about the worst that people can take. We admit that we need a change. But a guaranteed adequate income of $5,500 is a liveable income for a family of four, which is under what most of the Congress have stated.

They state that it takes $6,480 a year for a family of four, besides their medical needs.

Now we are asking for $5,500, and I think that we should be granted these things – if people realized that all recipients on welfare are not sitting down there waiting on Government checks. And make it real clear to the public that there are not enough jobs, and a lot of the ones that are working should be subsidized by Welfare. And, on Nixon's Bill, the mothers that are out there working, would or might be cut off – which is really bad, because $1,600 will not take care of a family of four.

Thank you.

SUMMARY OF THE FOLLOW-UP CONFERENCE ON FOOD, NUTRITION AND HEALTH

Prepared by Professor David Call, Dr. Stanley Gershoff, John Holloman, M.D., Professor Michael Latham, Professor Jean Mayer, and Mrs. Patricia Young

The consensus of the Follow-Up Conference was that the Administration ought to be commended on the many important steps already taken; in particular, the wide expansion of the Food Stamp Program and of the School Lunch Program. These achievements have already been presented in the preliminary booklet distributed to all members of the Conference as well as in the presentation of Secretary Hardin. The Conference also wants to congratulate the Administration on some of the measures it has introduced before Congress. The principle of Welfare reform, exemplified in the concept of a Family Assistance Program, is excellent and the enactment of such a measure at a level of support adequate to support the health, nutrition and human dignity of the recipients is an indispensable step in fulfilling basic National goals. The Conference also welcomes the fact that the Administration has introduced a number of measures such as unemployment compensation for migrant workers, which it hopes it will again push forward vigorously in the coming session of Congress.

The Conference also takes cognizance of the fact that a considerable voluntary effort had been made by a number of citizens' groups and by the food industry. The change in climate in many sections of the food industry with its new emphasis on the nutritional aspects of food and its enrichment and fortification programs is an important step in making our overall food supply more nutritious.

While a greal deal has been done, a great deal remains to be done.

1. We are concerned over the fact that full extension of National programs, the Food Stamp Program and, in particular, the School Lunch Program will require substantial increases in funding, if all eligible poor people are to be covered, which is the President's announced policy. Currently there are 4 to 5 million eligible children denied the benefits of the free and reduced-price lunch Program. If this gap is to be removed in the near future, more money will be required. Also it is reasonable to assume in the year ahead 3 million or more eligible people will be added to the Food Stamp Program. These necessary increases in participation will be impossible if the 1972 budget allocations remain unaltered. We are distressed that the level of funding for food programs in the 1972 budget allows for no real growth in participation. We are also concerned that this whole topic of funding was not presented at the Follow-Up meeting.

2. Another area of concern is that many programs are mutilated at the interface of Federal and State or local Goverments. Three factors appear of importance to minimize this difficulty. First, more money must be made available to local Governments to support the costs of implementing and maintaining food programs. Relatively small amounts made available for out-reach and certification should reap large returns. Such increased resources at the local level should allow for a greater flexibility in the use of these funds to fit the special needs of each area or locality. Second, it is essential that Federal directives be couched in more clear, curt terms so that local authorities understand without any possible doubt the Federal intent to reach every poor child or every poor person who is eligible for food programs. At present too many directives are couched in such language as to create loopholes for those local authorities who are unwilling to fulfill legal requirements. National eligibility standards for child nutrition programs similar to those enacted for food stamps must be defined without any possible ambiguity. The combination of clear, enforced,

Federal standards and greater local flexibility and resources ought to permit a broader reach of Federal programs than exists presently. Third, it is the consensus of the Conference that poor use has been made of voluntary organizations in the fight against hunger. Often the tremendous talent, energy and even money of volunteers is spent fighting the various levels of Government rather than in extending and multiplying the outreach and services of official bodies. The fight against hunger could serve as an exciting pilot project in demonstrating the potential of the partnership between the Government and its private citizens. It would seem that a mechanism within Government to facilitate this must be created. We urge that much more serious consideration be given to this matter. In general, the articulation between Federal goals and the enormous resources in manpower and good-will represented by voluntary organizations has never been satisfactorily bridged. We urge that much more serious consideration be given to this matter especially in an attempt to involve volunteer groups at the local level. The use of citizens' advisory committees at various levels of Government, as regards both poverty and consumer programs, still needs to be developed.

3. As regards the administration of nutrition programs, the overwhelming consensus of the Conference is that the need for coordination of nutrition programs emphasized at the White House Conference still remains unfulfilled. The establishment of the Food and Nutrition Service in the U.S. Department of Agriculture was a welcome step in the right direction. The Conference notes with satisfaction the program of Government reorganization including the creation of a Department of Human Resources and emphasizes the necessity of including all food and nutrition activities under the leadership of an officer of sufficient rank within that new Department. At the same time, the Conference recognizes that this reorganization of the Executive Branch will take time to be effected and urges that the coordination between existing Agencies responsible for nutrition programs be improved with a clear designation to professionals and to the public as to whom, in the Federal Government, is responsible for what area.

As regards the content of these programs, we feel that it ought to be made clear to professionals as well as to the public that we need a rational balance between action and knowledge. We do not know all we need to know about nutrition or food quality and safety, yet we must make decisions about new foods, old foods, additives, pesticides and environmental contaminants. At any moment, our decisions should be balanced and sophisticated, recognizing that our knowledge is incomplete and that we must, therefore, choose among risks that cannot fully be known. (e.g. Shall we choose at the moment persistent pesticides or current supplies of food and fiber?) We should recognize the relation between decisions on food and nutrition and other elements of our social fabric and should be reluctant to make extreme decisions of acceptance or abandonment without full and informed consideration of the consequences of such decisions.

This general statement has very specific implications from the point of view of the setting up of nutritional standards and of safety standards by regulatory agencies. There is a general agreement that the existing machinery to provide scientific advice from the nutrition community to regulatory agencies and to industry needs overhauling and speeding up. Recognizing that knowledge is approximate, the Agencies need the best possible scientific advice at any one time in order to function and this advice must be forthcoming when they need it. This also poses an obligation for the regulatory agencies to look ahead for emerging problems and to seek solutions before those problems reach "crisis" proportions. In line with this we are greatly encouraged by the Food and Drug Administration's acquisition of the Pine Bluff Facility and their movement into a broader based, long-term research effort. Proper coordination with other scientific groups should provide a stronger effort.

Finally, it is the consensus of this Conference that while nutrition education is as important as ever, there is greater and greater recognition that the scope and the techniques of nutrition education need drastic review. The inception of new methods of labeling foods requires the development of new methods of nutrition education. Nutrition education must also accept responsibility for instructing the public as to the principles on which both requirements and standards of safety are based so as to free the continued atmosphere of crises which discussions of our food supply seems to have engendered in the past year or two. The willingness of the food industry to become actively involved through the efforts of the Food Council of America and the Advertising Council is a large step forward and further efforts should be encouraged and supported. Voluntary regulation of media advertising, particularly as regards children, and a greater participation of media in providing information are desirable.

Specific comments on the response of the Government to the recommendations of the White House Conference on Food, Nutrition and Health and comments on the Follow-Up Conference would be summarized as follows:

In general, members of the Conference felt that there is a continuing need for non-governmental review of progress in domestic food and nutrition programs. They were pleased with the fact that the Government had held a Follow-Up Conference, and sent material throughout the year to the participants of the 1969 Conference. They appreciated the fact that a Summary Report had been prepared and that the various Departments concerned had been asked to comment on the 1969 Conference recommendations. On the other hand, they were generally disappointed with some aspects of the Follow-Up Conference. Holding the meeting in Williamsburg not only made it inconvenient for people to attend; it also, inappropriately, gave the appearance that the Administration had something to hide. The conferees were disappointed that they were given little advance knowledge about the meeting and no opportunity to seek out from Government sources and from members of the original panels and task forces detailed information concerning the action taken during the past 14 months on their recommendations. The Comprehensive Report prepared by Government Departments and Agencies, which was delivered about a week before the Conference, did not in many cases provide adequate information on the disposition of the recommendations of the White House Conference. In fact, many of the recommendations were missed and even more importantly, the comments were so incompletely and carelessly prepared that the interests of the Government were poorly served. The following are but a few examples taken from the groups of Panel V:

1. The recommendation that the family commodity distribution program be transferred to Health, Education and Welfare was rejected in the following way:

> ". . . But we maintain that commodity programs are of a different nature. Their primary thrust is to help balance the agricultural economy rather than to provide income substitutes. They serve a different constituency than that concerned with health and nutrition."

This is absolutely contrary to what the Department of Agriculture has publicly stated. It is the first time that the Government has agreed with the charge that the family commodity programs are to help the producers not the consumers. Is this an official position?

2. The recommendation that until free school lunches are universal, Congress authorize by law the use of food stamps to pay for school lunches was rejected with the comment that food stamps should not be diverted for school lunches when a program specifically for that purpose already exists. It appears that the respondent did not read the recommendation. The recommendation was to cover the period during which the program was not fully functioning. At this time there are still 4 to 5 million school children without the means to acquire the school lunch offered in their schools.

3. The recommendation that the large-scale mass feeding expertise of the Armed Forces and the Veterans Administration be used in the national commitment to combat hunger and malnutrition was rejected on the ground that the recommendation was not appropriate to the missions of the two agencies. This is an astounding answer! Has our bureaucracy become so compartmentalized and inflexible that even on issues of major social importance one agency of Government can not expect help even in the sharing of expertise from another?

4. The recommendation that a National Council for Food and Nutrition be established in the Executive Office of the President was rejected in the following way:

> "The Council feels strongly that placing a unit in the Executive Office at a level immediately under the President may well raise its effectiveness by investing it with a claim on the President's time and attention. But that positioning must be at the expense of his attention to other activities thus may result in a net loss of overall effectiveness."

An answer written this way certainly could be interpreted as meaning that the problems of hunger in the United States are not important enough to distract the President. Whoever wrote it, did him no service.

One could go on and on with other examples but these surely illustrate why some conferees found the Comprehensive Report prepared for the Follow-up Conference so disappointing. It is fortunate that in some important food and nutrition areas, the Government's actions speak louder than these words. We want to again emphasize in conclusion, that the task remaining is still very large. We urgently seek the continuing commitment of all governmental bodies so that those gains achieved to date will not be viewed as success in the fight against hunger, but only as an encouraging start toward solving a most critical social problem.

DETAILED EVALUATION REPORTS BY SECTION

SURVEILLANCE AND EVALUATION OF THE STATE OF NUTRITION OF THE AMERICAN PEOPLE

I. GENERAL EVALUATION

We recognize that the Nixon Administration has accepted and implemented a number of the recommendations of the White House Conference. Concrete steps have been taken to launch a comprehensive attack on hunger and malnutrition. A much higher priority has been given to these problems than was the case with preceding administrations.

There are more dollars, more sound legislation, more poor children being fed, and a liberalized food stamp program. The problem has been dented, but far from solved. There is no justification for smugness. We applaud what has been done, yet we regard this as—at best—only a good beginning. There is much in the responses to the Conference recommendations that troubles us.

In terms of priorities, Section 1 places special emphasis on the following:

- Speedy enactment of the Family Assistance Program with provision for annual increments up to the minimum benefit which will bring it up to a significantly higher level than is provided in the Administration's pending bill;
- Full Administration support of legislation to provide social benefits to "forgotten" groups such as migrant workers;
- Creation of strong coordinating mechanisms at the Presidential level to focus responsibility and follow-through, as well as evaluation, of Administration initiatives to eliminate hunger and malnutrition during the tenure of President Nixon;
- Protection of Federally-assisted programs for food and nutrition from being lost to sight under revenue-sharing approaches to Federalism;
- Government leadership in developing and funding an adequate national supply of trained manpower for nutrition and health; and
- Consolidation of food and nutrition programs and responsibilities in the proposed Department of Human Resources.

These are the broad priorities as we see them.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

To be more specific, we wish to spell out the following explicit positions adopted by Section I:

A. Organization and leadership.—We are troubled to note that the Nutrition Subcommittee of the Domestic Council does not include anyone with professional background in nutrition. This is a serious limitation on the effectiveness of the group. We recommend that the qualifications of the Subcommittee be broadened to include individuals competent and conversant in nutrition and health.

Responsibilities for nutrition and health in the Executive Branch are still fragmented. This defeats hope of adopting systematic approaches to these problems. We recommend that in the President's forthcoming Cabinet reorganization plans, all food and nutrition programs be consolidated in the new Department of Human Resources and that a serious attempt be made—once and for all—to end the divided responsibility for food and nutrition programs between HEW and USDA. In addition, we recommend that the Department of Human Resources include consumer advocates at every level of administration. Should the Congress reject the creation of a new Human Resources Department, we recommend that the Secretary of Health, Education and Welfare be assigned clear and unambiguous responsibility—by Executive Order—for all food and nutrition programs including commodity programs.

B. Community participation.—We are very much troubled by the remoteness of citizen involvement in monitoring, surveillance, and service delivery programs. We do not feel that the Government is making a sufficient effort to include the groups most directly concerned in these problems. We recommend that surveillance and monitoring, as well as service delivery, be tied closely into community involvement.

C. Funding levels.—It is difficult to extract from the 1972 Budget the levels of funding for important supporting activities for nutrition and health. Information is fragmentary except for major categories such as food stamps. We urge that the 1973 Budget include a breakout of nutrition and health funds with comparisons to prior years.

We are concerned that the budget does not adequately provide for implementation of local demonstration programs, high-risk target group programs, core management in the Office of the Secretary of HEW, and monitoring and surveillance work. In a number of important areas including some critical work in the Department of Agriculture, we are concerned that modest budget increases have been denied in a budget that is deliberately oriented toward expansion and deficit financing. To be more specific, we are greatly concerned that the funding level is inadequate for surveillance programs to monitor the nutritional status of high risk groups. We do not believe that the maintaining of a $3 million level of effort can even remotely begin to assess the nutritional state of the population. Moreover, contracts and grants should be provided to follow up and correct—promptly—those serious conditions that are discovered through surveillance. There is no evidence that this has been provided.

D. Nutrition and Health Manpower.—The White House Conference was appalled to discover the acute shortage of trained nutrition and health manpower. It urged that the Government focus on this problem as a high priority. We find no evidence whatever that new emphasis, and appropriate financing, has been given to this problem. Since the President has indicated his intention to come forward with new initiatives in health, we recommend strongly that in the forthcoming national health legislation there be explicit and substantial provision for education and training of professional and paraprofessional manpower for nutrition and health.

E. State and Local Action.—We agree that the Federal Government cannot do the whole job of improving the nutrition and health of the nation. State and local follow-through must be provided. But we do believe that the Federal Government should not sit back and wait for the States and localities to act. We recommend that HEW and USDA actively work with state and local governments in monitoring nutrition health status and providing food and nutrition services.

F. National v. Targeted surveys.—We are distressed by the disproportionate emphasis being placed on the Health and Nutrition Examination Survey being conducted by the National Center for Health Statistics, compared with the grossly inadequate efforts to assess local problems and needs as the basis for mounting remedial programs.

G. Federal-State Fiscal Relations.—While we see the strong merits of revenue-sharing and other approaches to shifting responsibility from the Federal Government to States and localities, we are frankly concerned that this may result in blurring Federal, State, and local accountability for meeting the needs of the poor and hungry. We urge that in designing these changes in Federal-State relations, explicit steps be taken to identify funds, responsibilities, and performance of State and local governments.

ESTABLISHING GUIDELINES FOR THE NUTRITION OF VULNERABLE GROUPS: PANELS 1-5 (General)

I. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Establishment of an Office of Nutrition.—The Panel recommends the establishment of an office within the White House to report to the President and advise him regarding progress in improving the nutrition of all Americans. This office should recognize that nutrition is an important component of health. The office should be supplemented by an advisory panel with representatives of professional and consumer groups, as well as Federal agencies responsible for program activity.

The need for such an office is clearly demonstrated by the response to the 1969 White House Conference recommendations, which are in a number of instances: (1) fragmented in nature, (2) inappropriate to the recommendation, or concerned with only a fraction of the total problem, and (3) defensive (as is to be anticipated when an agency reports on its own activities).

B. Food stamps.—The panel applauds the fact that the numbers of people receiving food stamps has increased from 3.5 to 10 million and that an additional 34 counties have now been brought into the program. In addition, the intention of transferring the authority for the Food Stamp Program from the USDA to the DHEW, the increase in food stamp bonuses, and the issuance of free food stamps to those with lowest incomes are positive and helpful changes.

Other improvements include the decision to permit the issuance of food stamps at varying times of the month to meet the needs of the family. The convenience offered to recipients of public assistance by mailing food stamps with the monthly welfare check is considerable. Finally, the establishment of national standards of qualification for participation in the food stamp program removes a national inequity.

While recognizing the major beneficial changes in this Federal program, the panel believes that there is still great room for improvement and that equitable and effective administration of the food stamp program will depend upon innovation as well as incorporation of the following specific changes:

1. Scale and relationship to cash assistance. The President's budget identified $2 billion for the food stamp program in fiscal year 1972. This is based upon the annualized rate of expenditure expected in June 1971 and therefore will prevent benefits from reaching the remaining 12 million people living below the poverty line. To bring these Americans into the program will require the expenditure of at least an additional $2.5 billion in 1972 and an additional $3 billion in the following year.

   It is to be emphasized that the panel does not consider the food stamp program as a permanent fixture of American life. Rather it visualizes the program as an interim expediency to bridge the present state of wide-spread malnutrition, with a period in the development of this nation when an adequate family assistance program with cash support for all poor families will obviate the need for script as a means of payment for food. The panel believes that a date should be set for the discontinuance of this program when cash support is adequate.

2. Use for non-food items. The Food Stamp program should be enlarged to permit food stamps to be used for purchase of a limited number of domestic necessities such as soap, cleaning material, sanitary napkins, diapers, and cooking utensils.

3. Allotment size. The present monthly limit of $106 as the stamp ceiling for a family of four is unrealistic, unsound, and can only serve to perpetuate malnutrition, even if it prevents starvation or hunger. A person can hardly maintain health on a daily expenditure of 29 cents per meal for food.

4. Work requirement. The demand that eligibility for food stamps requires acceptance of work at wage levels set by statutes in agricultural states is unrealistic and will perpetuate inequities. In some states this wage may be as low as 30 cents per hour. The hourly wage of $1.30 identified in the present legislation applies only to those states having no minimum wage law or to industries in interstate commerce. The panel believes that the Federally established hourly minimal wage of $1.60 should prevail on a nationwide basis, and only jobs providing such payment should qualify in determining the willingness of participants to accept work in order to receive food stamps.

5. Purchase requirement. The assumption that those living in poverty and receiving public assistance as well as food stamps must spend 30% of their income on food unfairly penalizes the poor. Middle class Americans spend only 17% of their income on food, and a similar schedule should apply to all.

6. Administrative costs. The requirement that local jurisdictions assume the administrative costs for the Food Stamp Program works to the disadvantage of the poor in so far as it discourages county or city participation. The panel believes that all administrative costs should be borne by the Federal government.

7. Self-certification. The current regulation permitting those receiving public assistance payments to enroll in the Food Stamp Plan by self-declaration deserves commendation. The panel recommends that similar regulations apply to the working poor, those not receiving welfare payments, who by virtue of nationally established standards, qualify for participation in the Food Stamp Program. The savings in administrative costs as well as equity provide strong arguments favoring such a procedure.

8. Free stamps. While the present law provides free food stamps for those with monthly incomes below $30.00, less than 230,000 people will benefit from this liberalization. The panel recommends that the cut-off point for free food stamps be raised considerably. The minimal income for a family of four identified in the Administration's Family Assistance program ($1600 per year) would make a more realistic cut-off point and add only an estimated $100 million to the cost of the Food Stamp Plan or less than 5% to the projected cost in fiscal year 1972.

9. Hours of issuance and facilities. Those receiving food stamps have complained that hours of issuance and facilities for procurement are frequently inconvenient and undesirable. Those who must wait, often during inclement weather, should be permitted to do so indoors. This request is so basic and modest that it is remarkable that no such regulation now exists. The panel endorses this request.

10. Purchase of meals for the elderly. Many who receive food stamps are old or infirm. They could receive greater benefit if they could use food stamps to purchase meals outside the home from either profit or nonprofit organizations. The statutes should be modified to permit such freedom.

11. Additional stamps for special needs. The present Food Stamp Program stipulates the dollar value of stamps available to a family of given size. These limits project average though marginal food needs and fail to recognize the special caloric needs of pregnant women or young children. The panel recommends that there be greater flexibility in the program so that the added needs of those with special dietary requirements could temporarily be met through issuance of additional food stamps at no extra cost.

C. Commodity Distribution Program.—The Commodity Distribution Program was originally designed to cope with agricultural surpluses and not to meet the food needs of families. While recognizing that this program has in the past served to alleviate hunger in America, the panel believes it should be discontinued as soon as possible as a means of providing food for families. This program is needed for institutional feeding programs but it is intrinsically ineffective, inefficient, and inappropriate for feeding family units.

During the past 18 months the number of jurisdictions using this program has decreased from 1155 to 1061. However, the progress appears unnecessarily slow. The panel recommends that a specific date be set for the discontinuance of this program as part of assistance provided to families. During its remaining life, every effort should be made to separate the commodity support element from the human nutrition component of this program.

D. Day Care.—The fact that HEW (through the Office of Child Development) is working with the Congress in development of additional new legislation to provide federal funds for a wide range of day care programs is most encouraging. We believe it extremely important to approach the problems of day care separately from those of the Family Assistance Program. The need for day care centers goes beyond the desire to move more people off welfare rolls and into the labor market. For example, it is needed for teen-aged mothers who wish to complete high school. Such programs offer a major mechanism for bringing not only educational opportunities to pre-school children but also for making available health care and nutritional benefits. Therefore, day care should be linked with other health-related activities rather than the Family Assistance Program. We do not identify any item in the 1972 budget specifically designated for major expansion of day care delivery. The goal of 3.5 million children receiving day care by 1975 (Panel II-2, Recommendation II-1) has extremely little likelihood of being reached.

E. School breakfast and School lunch.—Under the present Administration, the number of students receiving free and reduced-price school lunches has increased from 3 million to 5.4 million.

However, USDA and the Office of Education estimate that students in need of such school lunches number 8.9 million—3.5 million more than the number now receiving them.

In spite of this gap, the President's budget for free and reduced cost school lunches, which rose from $132.6 million in fiscal year 1970 to $356.4 million in fiscal year 1971 has been held to this level in fiscal year 1972.

In view of the large number of children not presently covered by the school lunch programs and the even larger number needing school breakfast programs, there is a definite need for an upward revision in budget estimates for the school lunch, free and reduced price lunch, school breakfast, equipment assistance, state administrative expense, special (non-school) feeding and nutrition training and survey programs during fiscal year 1972. Furthermore, since not all fiscal year 1971 funds have been utilized by state and local authorities responsible for school feeding programs, renewed efforts must be made to inspire greater efforts on the part of state and local governments.

F. Meals for the Elderly.—The recommendation for permanent funding of programs for daily meal delivery service (Panel II-4, Recommendation I, paragraph 2) has received inadequate attention. Thirty demonstration programs funded by the Administration on Aging have already or will shortly come to an end. A consortium of government agencies operating under White House direction and constraints now proposes another pilot project. The effort is to develop a program to be included in the Amendments to Title XX of the Social Security Act, incorporating meals for the elderly as an element in an omnibus package of special services. No permanent funding for meal delivery systems has been developed or even proposed. This suggests a desire to institutionalize the demonstration or pilot project approach—thus avoiding the real task of converting ideas proven in demonstrations into the delivery of services to all those in need rather than to the mere handful participating in demonstration programs. The task of making such large-scale service programs self-supporting has never been approached but obviously is an area deserving high level consideration.

G. General Comments: Non-Responsive—The Panel agreed that the replies of agencies to the recommendations of the White House Conference were too frequently not responsive to the issues. For example:

—The Panel made 8 recommendations about nutrition education. The first of those, regarding "sound nutrition education in . . . all elementary and secondary schools" was considered by the Office of Education as "accept—advisory" but in effect the reply was that "curriculum is a State/Local matter." This answer was not responsive.

—HEW responded to recommendations VI 2-8 of Panel II-1 with "accept: Parts 2-6, 8" and "reject Part 7". The identification of the reason for rejecting Item 7 was inadequate and immaterial.

—Recommendations of Panel II-2 on "early screening of obese preschoolers" received in reply a statement that "HEW will continue to screen . . .". Such activity will affect no more than a very small percentage of the children at risk.

—Panel II-3 made four recommendations regarding hypertension and HEW replied "accept—advisory: Part 1-4". The Panel, however, is unaware of any action or planned program that could be considered truly responsive to recommendations 1 and 4. There is no evidence of a "vigorous public and professional education campaign". The reply that there is work on "an experimental physician's assistance training program" for rural areas of Tennessee is not evidence of comprehension of the magnitude of the job which, actually, potentially aims at some 20+ million hypertensive people in the U.S.

—Panel II-1 and Panel II-2 recommended (as did the White House Conference on Children) that comprehensive health care be provided to all children and that such care be a right rather than a privilege. This recommendation was rejected by HEW (p. 30 and p. 39). Such action is incomprehensible and the reasons given totally inadequate.

ESTABLISHING GUIDELINES FOR THE NUTRITION OF VULNERABLE GROUPS
PANEL 6: GROUPS FOR WHOM THE FEDERAL GOVERNMENT HAS SPECIAL RESPONSIBILITIES

I. GENERAL EVALUATION

We are gratified that progress has been made to reduce malnutrition and hunger in America. We are pleased that several departments of the government have taken the trouble to respond in detail to the very extensive list of recommendations submitted by this and other panels. Although progress has been made, very large problems remain. We realize that the Federal Government cannot do everything. With many of the specific recommendations the response was to reject them with a statement that legislation or funding did not allow acceptance. In these cases we would have liked the government to have responded by accepting the views expressed in the recommendation and then to have stated that the Executive branch would draft the necessary legislation, press for its passage and see that it was adequately funded.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Adequate income for all Americans.—The first priority, in the goal to end hunger and malnutrition, should be the provision of an adequate income for all Americans. We support the Family Assistance Plan but we believe that the proposed income support level is grossly inadequate and needs to be raised much higher.

B. Special needs.—The government, having expanded its assistance in the area of food stamps and school feeding, has not addressed itself adequately to the underlying problems as they affect several of the groups with which this panel is especially concerned. For example:

- There is a need for a variety of measures to help end migrancy as a way of life;
- The problem of self-government for the District of Columbia has not yet been solved;
- The despicable basic conditions and problems which maintain Indians in a state of indignity and poverty have not been tackled;
- The difficulties of geography and distance result in special problems for those in Alaska, the Caribbean and the Pacific, and these groups accordingly require special attention.

C. Coordination and Follow-Up.—The Panel recommends that the December 1970 comprehensive report responding to the White House Conference recommendations be made available to all those who attended the 1969 conference and also to others who might be involved in implementation of the recommendations. We also recommend that a further response or progress report be prepared about twelve months from now, and that a follow-up conference be called to react to this response. In the meantime, the government should appoint one person or office that could respond to queries which arise out of the conference.

D. Food Stamp Changes.—Although gratified with the increased amount of money budgeted for food stamps we recommend certain changes. We do not approve of the work provision, especially in cases where families have children. This provision will condemn children to a life scarred by malnutrition and hunger because of the sins of their parents. To allow poor children to go hungry by denying their parents food stamps is not justified. We recommend that additional food stamps be provided, above that now allowed, in remote areas where food costs are much above the national average. We are told that this has been allowed in Alaska. It should apply also to certain Indian reservations, and to islands in the Pacific and Carribean.

E. Transfer of all Food Programs to HEW.—It is gratifying to learn that at last the government proposes to transfer the Food Stamp Program from the Department of Agriculture to HEW where it rightly belongs. It is alarming to hear that "commodity programs are of a different kind" and that the government considers their primary function to be "to balance the agricultural economy" and that they serve "a different constituency than that concerned with health and nutrition." Because the original recommendation of this panel to transfer food programs also included food stamp, food commodity, and school lunch programs, we can assume that both the food commodity and the school lunch program are still considered by the government as having a primary goal of helping the farmer, and not helping the malnourished child or the hungry poor. This is an incredible admission. Dr. Jean Mayer in 1968 stated in testimony before the U.S. Senate Select Committee on Nutrition and Human Needs that we cannot have our children, we cannot have the poor of the nation fed on the basis of convenience for the disposal of surplus commodities. Our panel believes that there is a basic conflict of interest in a moral sense in having the same agency be involved in the disposal of surpluses and in setting up the programs by which the children and poor of the nation are going to be fed. We believe that it is essential that all food programs be based on nutritional needs and not on economic factors or food surpluses. The country should produce the surplus foods that are required nutritionally. The reverse should not be true. If and when the proposed government reorganization is implemented, we recommend that all food programs be brought together in the new Department of Human Resources.

F. Free school lunches for all, attention to off-reservation Indians, and nutrition education in HEW.—Although dealt with in our specific comments we would like to emphasize recommendations for a universal free lunch program, for attention to Indians not living on reservations, and to the expansion of nutrition education under the auspices of HEW.

G. Inadequate Time for Response.—We feel that the follow-up conference was called too hastily. It did not allow adequate preparation of responses to the comprehensive report. In our panel we did not have the benefit of the views of either of the Sub-Panel chairmen or the migrant group. Therefore, our response is inadequate in this area. Finally, although gratified that responses have been made to most of our recommendations, we feel that many of the responses are inadequate. Considerable time and thought were put into the recommendations and in some cases the response shows either a lack of understanding or inadequate consideration of these recommendations.

H. Detailed Sub-panel Recommendations.—Appendix A contains the detailed responses of each of the following groups:

- Pacific;
- Caribbean;
- American Indians and Alaskan natives;
- Migrant and seasonal farm workers; and
- the District of Columbia.

THE PROVISION OF FOOD AS IT AFFECTS THE CONSUMER: GUIDELINES FOR FEDERAL ACTION

We have separated our recommendations and observations into two categories: General recommendations (four in number) which affect several panels in our section or other sections, and specific recommendations growing out of discussions or recommendations previously reported by individual panels. In addition to the four general recommendations, we wish to call particular attention to the recommendation dealing with the need for a single regulatory agency.

I. GENERAL RECOMMENDATIONS

A. Balance between Knowledge and Action.—In all of the food and health problems facing our society, we should recognize the need for a rational balance between action and knowledge. We do not know all we need to know about nutrition or safety, yet we must make decisions about new foods, old foods, additives, pesticides and environmental contaminants. At any moment, our decisions should be balanced and sophisticated, recognizing that our knowledge is incomplete and that we must, therefore, choose among risks that cannot fully be known. (For example: Shall we choose at the moment persistent pesticides or current supplies of food and fiber?) We should recognize the relation between decisions on food and nutrition and other elements of our social fabric and should be reluctant to make extreme decisions of acceptance or abandonment without full and informed consideration of the consequences of such decisions.

B. Agency Responses to Recommendations.—Our panels observed that the agency comments sometimes were too brief to be fully responsive or understandable. In certain cases, they seemed to indicate that the answering agency had not had the benefit of the discussion behind the recommendation. We urge that these recommendations and comments be followed by discussions between the Panel Chairman and appropriate Assistant Secretaries or Agency Heads to assure better mutual understanding.

C. Better Policy Coordination.—Some recommendations concern data gathering and some concern action. Responses do not make clear how the survey findings will influence the actions or the action needs influence the surveys. It is clear that there must be not only better interagency communication but a supra-agency collation and evaluation of what information can and should be obtained.

D. Reports to Original Panel Members.—We recommend that each of the original panel members of the December 1969 conference receive the responses to the recommendations of his panel as distributed here together with the actions of the follow-up conference and the summary report.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Traditional Foods—The panel makes the following recommendations. A complete analysis is attached as Appendix B.

1. Nutrition labeling. It is necessary to examine the basic approach to accurate and effective nutritional labeling and education. Strong doubts exist about the effectiveness of the basic food group approach and also about the feasibility of the compositional approach. It is important that programs not be finally

structured at too early a date. Specific emphasis must be given to how to motivate the consumer to make effective use of the systems and information to be developed.

2. Greater weight to nutrition improvement in USDA programs. The U.S. Department of Agriculture should in its new and current programs give weight to nutritional improvement of the national diet at least equal to the weight given agricultural assistance. (For example, nutritive value should be given at least as much emphasis as gross yield, regional adaptability, or pest resistance.)

3. Genetic improvement in basic foods. There must be constant heavy pressure to build into traditional foods improved nutritional quality such as a balanced amino acid composition through genetic improvement of basic foods—among them rice, wheat, corn and beans.

B. New Foods.—The panel on new foods makes the following observations:

1. Need for leadership. There has been substantial concern expressed that statutory requirements and administrative procedures may delay implementation of programs of nutritional improvement. More prompt and effective action by Government Agencies will often require more decisive and timely leadership and response from the professional nutrition community, while recognizing that it is usually necessary to act upon inadequate data.

2. Organization of nutrition activities. The disparate responses from the several Agencies on a number of key conference recommendations emphasize the importance of a recommendation already made by several panels that the functions concerned with regulatory activities on foods be organizationally combined. This would serve to formalize and extend the considerable improvement in liaison and cooperation that has already taken place. There is a further need for a National nutritional agency independent of regulatory activity. (Previous Rec. II and IX).

3. More prompt nutritional upgrading. More use needs to be made by industry of temporary marketing permits for nutritional upgrading of standardized foods. Regulatory agency response should be expedited by adequate staffing in the organizational elements concerned with food standards. The inclusion in all standards, wherever possible, of provision for the use of "all safe and suitable ingredients" would add useful flexibility. There is a real need to provide more prompt nutritional and functional upgrading and updating of standards of identity. (Previous Rec. V, et al.)

C. Food Safety.—The panel on food safety offers the following views:

1. The Section III panels view with strong approval the acquisition by the Food and Drug Administration of the Pine Bluff Facility and its use for developing and defining more effective methods for testing of food and environmental chemicals for safety. (Previous Rec. XIII et al.)

2. The current review of substances generally recognized as safe (GRAS) for their intended use in food should be completed with all possible dispatch. (Previous Rec. IV)

3. We urge a restudy at a higher governmental level of a previous recommendation for a study panel to review possible modification of the Delaney Clause to provide for the exercise of scientific judgment. (Previous Rec. VII)

D. Food Quality.—The panel on food quality notes that:

1. Continuous inspection. Traditional practices of so-called continuous inspection are a comfortingly titled concept which falls far short of conveying to the consumer the protection available from upgrading inspection procedures and personnel and using modern methods of statistical quality control. While broadly applicative, this comment and recommendation for an extension of such upgrading and statistical control procedures is particularly true and needed in areas of microbiological safety such as salmonellosis and trichinosis. (Previous Rec. VI)

2. Improved grading standards for beef. It is the firm opinion of the Section III Panels that the present grading standards for beef do not effectively encourage the production of beef that combines a low fat to lean ratio with high acceptability. An examination of our previous recommendation and the response suggests that this is one of those instances in which the responding agency did not have the advantage of the discussion preceding our recommendation. We strongly urge a review of the previous recommendation supported by a conference as called for in our General Recommendation No. 2. (Previous Rec. IV)

NUTRITION EDUCATION AND TRAINING

I. GENERAL EVALUATION

There is a consensus of opinion among the members of Panel IV which indicates a need for the establishment of priorities in nutrition education—providing a maximum contribution to the increased nutritional status of the population of this nation.

The panel sees the need for nutrition education efforts in four main areas. They are:

1. Primary and Secondary School Education
2. Professional School Education
3. Continuing Education of Practicing Professionals, including especially the medical profession.
4. Education of the consumer public.

In the area of Primary and Secondary school nutrition education there are needs for model curriculum development which will enhance the ability of the school and pre-school age groups to know and understand the significance of nutritional health and fitness. Recognizing that the school children of today have a significant influence on the community, the spin-off benefits from these nutrition education efforts can do much to improve the general nutritional status of all people.

The Panel recognizes the lack of or limit of nutrition education in professional schools—particularly in schools of medicine and dentistry. Increased efforts must be undertaken to improve the ability of such schools to prepare the soon-to-be-practicing professional for the nutrition and nutrition related problems which he will face in day-to-day activities. Emphasis must also be given to the development and provision of resources to provide career opportunities for professional workers trained—as an aid to recruitment.

The need for emphasis in the area of continuing education of the practicing professional is equally important. The nutritional problems which face our nation today are of relatively recent origin, and with continuing technological advances and changes in our environment new problems will continue to present themselves.

Last, but certainly not least, the matter of education of the consumer public is a major concern. Even though this country provides an abundance of food to provide for the needs of its population, and even if each individual were able to seek and meet these needs through a variety of means, there is no assurance of attaining a balanced nutritionally adequate diet for all people. Efforts must be implemented through the use of mass media techniques which will permit advancement of the consumers' knowledge of adequate nutritional health and how it can be attained. Similarly, efforts must be made to control false advertising that works at cross purposes with this goal.

The Panel highlights one general need—the development of a National Nutrition policy, which would incorporate the educational needs which have been considered in this Panel as well as all other areas of nutrition concern. The development of such a policy will permit comprehensive program development based on expressed priorities and assist governmental agencies at all levels (Federal, State, and Local) to pursue the general goals and objectives of a National Nutrition Program.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

The individual panel section reports which follow describe further the priority needs in specific areas of concern:

A. Nutrition Teaching in Elementary and High Schools.—The priority needs in this area include:

1. Comprehensive education. Elimination of hunger and malnutrition in the United States requires effective, sequential nutrition education from Headstart through grade 12. All efforts to improve the nutritive quality of diets and labeling will be futile unless consumers understand the importance of nutrition and the information provided about the nutritive value of the foods they use

2. Role of the Office of Education. The Office of Education should take the responsibility of creating an awareness by school administrators of the need for developing nutrition education programs in the schools, Headstart through grade 12.

3. Curriculum Models. The Office of Education should continue to take leadership in developing curriculm models for sequential nutrition teaching from kindergarten through grāde 12 and in the school feeding programs. In the preparation of the curriculum models, we recommend that the Office of Education:

   - Have an advisory committee of nutrition scientists, behavioral scientists, and educators;
   - conduct a survey of nutrition education programs in the schools;
   - conduct pilot programs in selected schools based on the curriculum models developed;
   - include in the curriculum models plans for evaluating progress in nutrition education; and
   - be provided with an adequate staff to conduct the curriculum study and development.

4. State roles: elementary and secondary. States should be urged to require that kindergarten through grade 12 teachers obtain credit in a workshop or course in nutrition for certification.

5. State roles: specialized teaching. States should be urged to require that secondary teachers of nutrition units in biology, health, physical education, and home economics have at least one course in nutrition.

B. Advanced Academic Teaching of Nutrition.—All nutrition education derives, either directly or indirectly, from graduate level teaching of this subject. Those who are involved in advanced academic teaching depend heavily upon ongoing nutritional research to extend, refine, and sharpen their knowledge. Thus, nutrition teaching, whatever its level, cannot be separated from basic research in nutrition.

Because of the urgent need for dealing promptly with the malnutrition associated with poverty and ignorance, it is all too easy to overlook or under-emphasize other problems relating to nutrition in the United States that ultimately are far more important and fundamental to national health. While these problems cannot be enumerated in detail in this progress report, a few examples are given:

1. Research relating nutrition to health. Atherosclerosis (including coronary heart disease), obesity, diabetes, hypertension, anemia and osteoporosis are representative of the many disorders in which nutritional factors are either of principal or contributing importance. In addition, new trends in food processing and new environmental concerns require a great expansion of research in the area of trace minerals, "secondary vitamins", pollutants and voluntary and involuntary food additives. Much of the research directed toward these problems must be conducted by individuals who have received (or should receive) advanced academic training in nutrition.

2. Nutrition education in medical schools. The effectiveness of physicians in providing optional care for the many patients who have diseases with an important nutritional component is dependent in considerable part on the kind of nutrition teaching offered them in medical school and thereafter. At the present time, nutrition teaching in our medical schools and teaching hospitals is woefully inadequate.

3. Need for teachers at advanced levels. There is a shortage of research workers and teachers at the advanced academic level which results partly from the lack of suitable training programs but even more from the lack of career opportunities for physicians and other professionals in advanced teaching and research.

These facts were among those emphasized by the Panel on Advanced Academic Teaching of Nutrition at the time of the original White House Conference. In reviewing progress since the original recommendations were made, the Panel Chairman and Vice-Chairman find that the Conference has generated little, if any, support for such activities as training programs in nutrition and basic research in nutrition. Much of the difficulty may have resulted from awareness on the part of grant-making agencies that the support already available has not been fully utilized, and recruitment in the field of nutrition (at the advanced level) has been disappointing.

It appears that this block at the recruitment level can be overcome only by making more career opportunities in nutrition available to young physicians and graduates of appropriate PhD and public health training programs. Thus, highest priority should be given to the provision of career development opportunities in nutrition, particularly clinical nutrition, which will permit talented young investigators to pursue careers in academic nutrition.

A complementary goal must be the funding of superior programs in which pre- and post-doctoral students can receive advanced training in nutrition. These programs must have a major research component.

The Chairman and Vice-Chairman commend the USDA and the Office of Education in their efforts to provide nutrition education at the primary and secondary levels. However, they are skeptical that the Center for Disease Control (CDC) is the most desirable location for development of teaching aides and programs for continuing education of professionals engaged in nutrition and nutrition-related activities. Nutrition is not the principal concern of CDC, and CDC itself is not by tradition, in its administrative setting or, in terms of communication links, well-related to the professional schools and teaching hospitals where so much of continuing education in nutrition for professional workers is carried out. A more desirable alternative would be to utilize some branch of the National Institutes of Health as the government agency concerned with promotion of advanced academic teaching of nutrition.

C. Community Nutrition Teaching.—Priority needs for community nutrition training include the following:

1. Additional resources. The Federal Government should show evidence of its commitment to a broad nutrition education program for the public by providing greater financial resources for this program. The efforts in this regard have been made primarily by the food industry. We feel that tax-supported agencies responsible for the health, education, and welfare of our citizens should provide leadership and initiative in meeting this need.

2. National nutrition policy. There is a need to develop a National Nutrition Policy and stronger evidence of committment to the alleviation of malnutrition in the United States. This urgency should be communicated by the Federal Government to the State level—particularly to the governors.

3. Increased public awareness. The Government should encourage the launching of the nationwide Public Awareness Campaign.

4. Consumer participation. The people (consumers, particularly of low income status) should be involved in planning for all programs.

5. More funds for State and local Staff. There should be greatly increased funding of organizations and agencies at Federal, State and local levels in order to adequately staff food, nutrition and health programs with professionals, para-professionals and community-aides to reach the public with an effective nutrition education program.

D. Popular Education and how to reach disadvantaged groups.—The panel finds a need for increased emphasis on the following factors:

1. Increased emphasis on nutrition education in the schools. There is a need for nutrition education in schools, especially in the elementary schools.

2. Teachers of nutrition. There should be increased emphasis on training teachers of nutrition.

3. Involvement and innovation. We should stress innovative ways of reaching disadvantaged groups as well as the involvement of the disadvantaged groups--in all aspects of planning and development of programs to insure that materials are effective for those they are intended to reach. We should develop effective involvement of voluntary and citizen groups at national, state and local levels in reaching disadvantaged groups and the general public. The media should also be involved in consumer education.

E. Subpanel on Deception and Misinformation.—The following actions should be sought:

—Increase coordination and exchange of information among Federal agencies and between Federal and State enforcement agencies;

–Strengthen State consumer protection programs and laws to eliminate deception;

–Increase Federal Trade Commission authority not only to halt unfair and deceptive practices effectively but also to take action to eliminate the impact of false advertising upon the public by requiring corrective information concerning any prior deceptive advertising. This action is necessary to counteract the tremendous "counter-education" of our children by false and misleading advertising of nutritional value of foods, particularly on television.

–Increase meaningful food labeling information as a vital means of consumer education. FDA should expedite this program as a high priority, and give careful consideration to a mandatory program.

–Publish a Consumer's Federal Register. Require that Federal agencies seek consumer views on programs and action and that these be reported routinely through the Consumer's Federal Register.

–Require the Federal Communications Commission to require stations to carry consumer education as a public service. The FCC's refusal to require public service nutritional information programming should not be accepted. The FCC should require stations, which must carry some public service programming, to list publically the subject of their public service programming.

FOOD DELIVERY AND DISTRIBUTION AS A SYSTEM

The members of Panel V are happy to have had the opportunity to participate in a review of the responses of the federal government to the recommendations it made at the White House Conference on Food, Nutrition and Health.

I. GENERAL EVALUATION

We are pleased with the progress during the past 14 months, and gratified by the attitudes of the people in USDA and HEW who we feel have expanded their interests and activities in nutrition. However, we are concerned about the substantial number of recommendations which have been rejected for reasons unacceptable to us or have been accepted in principle but not implemented because of lack of funds, authorization, or necessary basic information.

We are concerned that, with the passage of time, interest in federal food programs has diminished in the White House and certainly in the Congress – where the programs have continuously been obstructed by some key legislators. It is upsetting to read in the "Comprehensive Report" that although the President's Council on Executive Organization believes that placing a National Council for Food and Nutrition in the Executive Office will increase its effectiveness, it rejects the idea because it will take the President's attention from other concerns. We believe that to meet the President's announced objectives in the field of nutrition, increased forceful leadership from the White House will be necessary.

In our deliberations, it has become increasingly apparent that even programs well-conceived and administered at the federal level are often disappointing in reaching their goals because of problems which occur at state and local levels. These are often due to lack of non-federal funds, of competent local officials, and of common sense – as well as apathy, and confusion concerning the requirements of the law and penalties for faulty compliance. We feel that readjustments in the relationships of the federal and non-federal officials engaged in administering nutrition programs should be undertaken immediately to increase their effectiveness. In this regard, expanded use of volunteer groups and individuals at the local level should result in major benefits to the nutrition programs.

We believe that this follow-up conference has been productive and that plans for periodically reviewing progress in domestic nutrition programs should be made. It is hoped that future conferences will be preceded by better opportunities for the conferees to obtain pertinent information than were provided in this conference.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Budgeting, Marketing, and Pricing.–Overall, there has been substantial responsiveness to our Panel's recommendations, and more progress than at any previous period of time. Basically, our recommendations divided into three categories:

1. Provisions of adequate income (cash or stamps) to permit an adequate diet.–The Family Assistance Program was rejected by the Congress. We urge its acceptance by the 92nd Congress. The Food Stamp Program was greatly expanded. In many states, however, income levels are still inadequate – despite the major expansion of federal programs – and pressure on states, through revenue sharing or otherwise, is recommended.

Twenty-nine states still have sales taxes on food, including food purchased with food stamps. We continue to recommend elimination of sales taxes on food.

At the time of the original Conference, we felt that the Food Stamp Stipend based on the Economy Food Plan of the USDA was inadequate. An independent review of the adequacy was recommended and rejected. We still feel this review is needed and should have high priority.

2. Improvements in commercial (or other) food delivery systems to meet needs of poor in urban and rural areas.—This was the most difficult area to produce progress quickly; current efforts need to be accelerated; and new initiatives are called for. It appears that USDA efforts in the Transportation and Facilities Division suffer from inadequate funds, personnel and priority. Likewise, the OEO "Nutrition Corps" and mobile grocery store projects are modest, but deserving of substantial attention. The USDA's expansion of the nutrition aides program is impressive. Several retail food stores have expanded inner-city efforts and, in at least one case, developed a joint enterprise with a community organization. Government encouragement of this type of private enterprise, through tax incentives or other means, has not taken place but should be encouraged.

3. Improved nutrition for the food dollar.—Our recommendations were substantially accepted in this area and progress has been significant. The Food and Nutrition Board of NAS/NRC is studying food enrichment and fortification, as recommended. Private industry has expanded enrichment and fortification programs as well as new food programs, as recommended. Nutrition education programs have been expanded, as recommended, and more expansion is in progress. Simplified labeling is being studied with every likelihood of quick adoption of the best method as established by consumer studies. In many cases today the consumer is receiving more nutrition for each food dollar; hopefully, more can be accomplished in the future.

B. The Family as a Delivery System.—Panel V-2 constructed its recommendations (and the recommendations' preambles) with a consistent, serious orientation toward family-centered nutrition policy. With this in mind, we noted with distress and dismay several of the responses recorded in the "Comprehensive Report" of the conference, dated December, 1970, and are rather discouraged with other recent developments.

1. Free food stamps. The provision of free food stamps to the hungry poor was rejected as representing a "work disincentive to the marginally poor." This kind of thinking is socially regressive, economically questionable, and psychologically erroneous. Recent legislation making free stamps available to poor people with incomes less than $30 per month is inadequate. The leaders of the Administration and the Congress should fight to liberalize this.

2. Work requirement. The child-damaging potential of the new work requirement is alarming. This provision must be repealed, or drastically altered. We call upon the Administration to lead the fight for this action.

3. Part-time work. The office of Child Development made a grossly unsatisfactory response to our proposal for the widespread encouragement of part-time work (for all socio-economic groups). A child-centered nutritional point of view would recognize the crucial importance of a parent's presence at after-school snack time in providing guidance in the child's food choices. (The same is true at breakfast time as well). The obsession of the Office of Child Development with income for parents and day care for children neglects the fact that

parents' being there to fill children's needs still seems widely necessary to prevent various kinds of emotional and nutritional hunger. One doesn't enrich life entirely with money.

4. Snack foods and advertising. Two of our recommendations were ignored entirely – perhaps by error. One of these urged the development of nutritive, non-cariogenic snack foods. Another recommendation urged implementation of strict standards in advertising and promoting foods that homemakers are led to believe are nutritious. The Federal and industry responses to these concerns seem positive but insubstantial. Where are the high protein potato chips? How much consumer input and tough Federal surveillance can be counted upon in the formation and implementation of new policies to control advertising and labeling and in promoting enrichment?

5. Natural primary foods. We repeat our hope for encouragement of natural, primary foods, perhaps via the promotion of family garden plots (not only for the actual nutritional value of the food raised, but also for the long-range positive effect on nutrition education).

6. Breast feeding encouraged. We wonder when and how the Assistant Secretary of Health, Education and Welfare for Health and scientific affairs will promote the nutritional benefits of breast feeding, as recommended and agreed to.

7. Non-food use of food stamps. The rejection of the use of food stamps for hygienic household necessities as somehow "reducing the effectiveness of the program as an anti-hunger program" is absurd to health professionals and enraging to the users.

8. Transportation. Transportation is a large issue in the utilization of food supplement and commodity programs. Our concern over this was ignored by the respondents.

9. Transfer of food stamps to HEW. Why haven't food stamps and school feeding programs already been transferred to Health, Education and Welfare?

C. Systems of Food Delivery and Money for Food.—The rejection of our recommendations that the President should declare a national emergency and that a "1970 Children's Emergency Food Service be launched immediately as a crash program to seek out and feed all schoolchildren that are high nutrition rsisks" leads us to conclude that hunger and malnutrition have not been given the priority attention we expected.

1. Family Food and Money for Food.—Income Maintenance as public policy has certainly received a boost with the introduction of the Family Assistance Plan but falls substantially short of promoting our objective of replacing in-kind assistance programs with an adequate income maintenance program. As a start, however, we strongly endorse the passage of the Family Assistance Plan.

We are concerned that the responses to several of our recommendations to assure income to poor or marginal families, such as the expansion of child development centers and other supportive services which would enable mothers who desire to be gainfully employed outside the home are provided only in terms of the Family Assistance Program. The projections for centers are far too modest in view of the need.

1970 was a bad year for reporting gains in expanding employment opportunities for low-income adults, either through full employment programs, elimination of discrimination, or the expansion of training programs tied into jobs. The growing unemployment figures, particularly as they have documented the plight of the urban poor—and particularly the poor in minority groups—are the somber answer to our strong recommendation for meaningful jobs as the key to the elimination of poverty and hunger.

Some of our recommendations for the improvement of family food programs can be met by legislative and administrative reforms. Other reforms are expected in the near future. Still to be accomplished if our 1969 recommendations are to be fulfilled are:

- Free stamps for poor families unable to pay the purchase price;
- The mailing of stamps to eliminate the inconveniences in the present system;
- Authority to purchase hygiene items with food stamps;
- The direct Federal operation of state and local programs where officials are reluctant or unable to provide them;
- The prohibition of taxes on food items, especially those purchased with stamps;
- The scheduling of benefits at the adequate low cost diet level ($134 per month for a family of four) instead of the present economy diet of $106 in the current bill.
- Adequate implementation of the commodities programs as long as they last. We were shocked at the comment that "their primary thrust is to help balance the agricultural economy rather than to provide income substitutes. They serve a different constituency than that concerned with health and nutrition." We must not forget those persons who are still dependent on these programs. Their needs must not be subordinated to surplus removal concerns.
- Aggressive efforts to extend family food programs to as many of the 25 million poor Americans as need them. We commend the progress in extending the program to 10 million. Obviously, there are large numbers of poor still without assistance programs available to them. We call on USDA to give the public a full picture of the unmet need.

2. Child Nutrition Programs.—Public Law 91-248, enacted in May 1970, offers promise for fulfilling our goal that all needy school children should be fed. The clear Congressional intent that no child should be required to pay more than he can afford; national eligibility standards for free and reduced price meals; the requirement of state matching funds from taxes for approval of State Plans for Child Nutrition Operations; and reforms in the administration of the program – these lead us to expect substantial increases in the number of poor children being fed.

But there are still unmet needs; many of our key recommendations were rejected.

- We still do not have accurate data on the number of needy children requiring either free or reduced price meals under the new Federal eligibility standards; estimates indicate that the total number may reach 14 million, including the near poor.
- We are concerned that the universal free school lunch program which was a major recommendation of the total Conference was summarily rejected for fiscal reasons without any indication that the matter had been thoroughly studied.
- We received no response to our recommendation for a rapid expansion of the school breakfast program although many authorities believe this may be a more important source of nutrition for poor children than school lunches.
- The Administration's proposed budget for Fiscal 1972 is pegged at existing levels of funding and includes no provision for the increased child nutrition program which we have recommended.

- The urgent need for a comprehensive Research and Development Program which we recommended as an important 2-year effort and was to play a key role in long-range planning was barely noted. Furthermore, we see little readiness in the Administration to undertake important developmental projects.
- The need for comprehensive long-range planning which would set the contours of a Child Nutrition Program for the '70's has not been accepted. Our detailed recommendation was apparently ignored.
- The Special Food Service Program for Children, an important new program for providing nutrition to children in nonschool centers needs understanding and support. With the increased interest in early childhood development centers, this Program provides opportunity now for experimentation in food service for children under the sponsorship of a wide variety of community groups.

3. Jobs for the Poor in Feeding Programs.—We continue to urge the rapid expansion of jobs, new careers, and training programs in food programs at all levels for low-income persons. We are unable to discover from the report how many poor people really have been reached during the past year. The commitment of the agencies involved impresses us as only a general one.

4. Food program administrative improvements.—We note some progress in the commitment to improve procedures for determining eligibility, for certification, for appeals, etc. The new laws and regulations will help. We question, however, whether monitoring, surveillance and accountability have really increased.

5. Consumer involvement.—We continue to advocate major involvement of the poor in food programs: in getting information out about citizens' rights; in outreach programs, etc. Ghetto corporations, created as a key channel in the food delivery systems (e.g. central kitchens to produce meals for schools without facilities) could also provide opportunities for jobs, management, training, and community control. We believe that this concern was inadequately treated in the Federal agency responses.

VOLUNTARY ACTION BY FARMERS AND THE FOOD INDUSTRY

I. GENERAL EVALUATION.

A. Need for Adequate Income. – Appropriately, in view of the Section's title, the panel chairmen and vice chairmen in their discussion stressed the importance of programs of economic assistance to the hungry poor. The inability of families in the lowest income brackets to obtain adequate food was viewed as the most critical need. Adequate funds through a Family Assistance Program (or pending the establishment of such a program, continuation and expansion of the food stamp program) are a first essential. If the hungry poor cannot buy the food they need, no amount of food enrichment or educational effort will eradicate the problem within this target group.

Any program of economic assistance must have built into it provisions for proper motivation of the recipients or it will not achieve its maximum potential. The homemakers who receive the assistance must be motivated as well as required to spend the money in wise food purchases for their families. Ideally they should be provided an incentive and an opportunity at the same time to work toward regaining self-sufficiency and escaping the welfare rolls. In other words, while economic aid is the prime requisite, it should be accompanied by desirable secondary influences.

As a corollary to the economic question, the panelists noted that certain government programs – e.g. international commodity agreements, import quotas, acreage set-asides, marketing orders, etc. – have a tendency to keep food prices high. This should be borne in mind as the total approach to the problem is developed.

B. Need for Nutritional Guidelines. – Nutritional guidelines, now under development by FDA, will provide a useful impetus to the effort for improved national nutrition. Not only will they guide food manufacturers in product development, but they will set needed parameters for present and future foods. They will indicate minimums and, hopefully, will provide a deterrent to the so-called "numbers game" or "horsepower race" in fortification. They will constitute one of the most helpful aids to consumers in terms of guidance and assurance. Section Six considers this a significant development.

C. Public Education. – Panelists of Section Six agree that the long range importance of effective public education cannot be overstressed. This subject too deserves highest priority. The level of awareness among the American people of the foods they eat and their relation to health must be lifted. This will require a variety of educational techniques – some now in use, and some yet to be developed. New uses of mass media for nutrition information, nutrient labeling of food packages, and inclusion of nutrition messages in food advertising are under study. Reinforced programs in the schools must be encouraged. The fact that experience has shown the difficulty of arousing public interest makes this all the more urgent. Not only is expanded public knowledge an objective, but improved nutrition habits are an equally important goal.

D. Nutrition Communications Council. – Section Six panelists, as a corollary to their stress on nutrition education, endorsed the proposal of a Nutrition Communications Council to coordinate communications to the public on nutrition and hunger. This should be a quasi-official agency, participated in jointly by government, industry, and academia. It would provide leadership, consistency, and authority to information about nutrition placed before the people, and consequently its effectiveness should be enhanced. The Council would also fill the recognized need for a clearing house for this kind of information.

E. Survey of Hunger. – In the area of needed information, members of Section Six gave high priority to continuing and up-dated reporting on the status of hunger in the United States. They commend the survey program now conducted by HEW and encourage its continuation and expansion. The data provided by this monitoring will provide valued guidance in the future allocation of resources.

F. Strengthened FDA. – From the point of view of the food industry, Section Six panelists believe that the development within FDA of a greatly broadened scientific capability in nutrition is desirable. It will be helpful to the industry in its efforts to enhance food's nutritive value if there is one single government agency to which it can turn for authoritative guidance and unchallenged answers to questions. Such a centralization of authority will be helpful in avoiding confusion, uncertainty and inter-agency conflicts which now exist.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Agricultural Production. – Efforts should be made to:

- Continue to develop programs to house, educate, and include the migrant labor force in the mainstream of American society.
- Encourage continued research in the production and use of Opaque 2 hybrids. A concerted effort is to be made to produce resistent strains of field corn to the "N" strain of southern corn leaf blight.
- Caution Government Agencies and the consumer on over-reaction to the use of insecticides and pesticides. Agriculture production and quality of product could be materially affected if the use of these materials are curtailed beyond the point of sound reason.
- Continue and enlarge USDA's agricultural production guidelines. A balanced supply of agricultural products is in the best interests of the producer and the consumer.

B. Food Manufacturing and Processing. – The panel, first, wishes to declare its broad satisfaction with the spirit evident in Government's response to its recommendations. Large segments of this country's population are poorly fed and nourished, a fact that becomes doubly disturbing when considered in the light of the nation's bountiful food production. And large numbers of our citizens are failing to be well nourished although quantitatively they are well fed. Recognizing the gravity of these problems, the panel directed its attention to conditions it felt most clearly fell within its competence and most evidently obstructed the way toward achieving the goals of the original White House Conference on Food, Nutrition and Health. The majority of these called for action by Government that would enable subsequent effective food industry action. Others called directly for action by the food industry.

Overall, the panel's appeal was for collaboration between the private sector and Government in promptly and forcefully reacting to broad public needs. Government's response to the panel's recommendations attests to a fundamental agreement on the need for concerted effort. The objectives are too large and too important to merit anything less.

Generally, Government's action and decisions indicate concurrence with a majority of the panel's recommendations – although in several instances we might wish for more expeditious action than has been proposed and/or begun. The same observation may be directed at industry. In neither case is bad faith or indifference inputed; only that a closer attention to the harsh reality of the problems might encourage more aggressive response.

A few recommendations were rejected by Government. But even in some of these, there was reason to believe the door had not been closed on a problem but only one possible avenue to its resolution. Several important studies have been promised by Government. The panel feels it should point out its special sensitivity towards them, and assert its firm conviction that the data called for are indispensable to both Government and the food industry. Action against hunger and malnutrition cannot be definitive, will remain fragmentary at best, without comprehensive data on national dietary patterns and nutrition needs.

The panel concludes it is not inopportune to speak of progress in its area of concern as a result of the White House Conference. It has not been breathtaking progress; it has not been complete. It is there, though, and is an augury to be construed optimistically. It is an assurance that though more needs to be done, more will be done, and the concerted effort started in December, 1969, will continue to proceed positively in the future.

Following are responses to the Government's action and comments. A detailed response to Government action is attached as Appendix E.

C. Food Distribution and Retailing. – The following problems merit special attention.

(1) Community Teaching Programs with special attention to the problems of the poor. Experiments and pilot projects carried on by a number of major food distribution and food processing companies have indicated that this recommendation has substantial potential practical value. The need to relate such programs to the needs and attitudes of individual communities and to involve representatives of the poor means that experience varies between one locality and another and it is difficult to develop a master plan which many can emulate.

A group of menus featuring shopping lists showing how to buy good nutrition on a food stamp budget of $25.00 weekly developed by the National Association of Food Chains Consumer Advisory Committee had substantial acceptance by newspaper food editors and were widely distributed by VISTA.

(2) Re-activation of the Food Council of America. The spirit of cooperation and enthusiasm which has accompanied the implementation of Recommendation No. 2 is perhaps the outstanding success story in the history of the involvement of the food industry in public policy.

The Food Council of America was re-activated, holding its first meeting in January, 1970. Its first major decisions were to concentrate the 1970 promotional effort around the months of September-October – a time when "back to school" schedules demand a reexamination of the whole family's eating habits. For the first campaign, it was decided to concentrate on "Nutritional Awareness", using a newly created four-color logo to carry the message of awareness of the four food groups in advertising and merchandising efforts of the nation's food distributors and food processors. The logo was created by Family Circle Magazine and given to the Food Council. The magazine also donated a series of 16 full-color ads valued at $342,000.

By September, 1970, a total of 35 associations had joined the effort and the message of "Eat the Basic 4 Every Day" could be heard and seen up and down the land. Also joining in the effort was the American Home Economics Association which agreed to serve as Nutrition Information Consultant and published for the campaign a "Food Is Love" leaflet carrying basic information about the four food groups in an appealing fashion. About one million of these were sold, and orders continue to come in for the Association.

Noteworthy also was the degree of interest in the campaign from extension people, teachers, and government employees of a dozen different agencies with assignments at the local and regional level. As a matter of fact, the high level of interest was one of the major problems of the first campaign which had not been geared to supplying material for use by non-industry people. The original concept had been one of developing background materials which, in turn, would be used by industry and either duplicated for direct use or adapted in keeping with individual company's promotional themes.

Experience proved that some provision needs to be made for print materials budget for the variety of other individuals and groups who wish to be a part of the effort, and the 1971 Food Council Campaign under the direction of Milan Smith will be better able to take advantage of some of the useful offers to help in this long-term endeavor to educate Americans to the value of variety in their diet.

Linking better knowledge of the relationship between nutrition and health with buying skills is still another facet of the effort. At this point, the Consumer Advisory Committee of the NAFC is at work on a major paperback cookbook which would attack the problem of helping consumers become good nutrition shoppers.

The food industry has committed itself to a five-year campaign. It is obvious to all who have had experience in the field that changing basic food habits is a very difficult challenge. We hope and believe the food industry can make an important contribution and are gratified to report that the commitment to undertake the assignment and give it strong, imaginative support is at a very high level.

(3) Enrichment and fortification of traditional foods. The NAS/NRC Committee on Food Standards and Fortification Policy work is moving ahead and should be useful in this area. In addition, industry is developing approaches to enrichment of a number of traditional products where modification of existing standards is not necessary.

(4) Re-examination of labeling regulations and standards of identity. A recommendation from the Food and Nutrition Board on nutritional guidelines for selected classes of foods is being awaited. We are also awaiting the Food and Drug Administration decision on the request by the baking industry for additional iron enrichment of bread, as well as their thinking on additional lysine in bread.

(5) Nutritional surveillance. Information developed by the National Nutritional and Health Survey scheduled for 1971 will be useful to the Food Council of America and its participating associations in evaluating any changes in national or special regional needs.

(6) Merchandising of enriched and fortified products. Part of the generous, enthusiastic cooperation being shown by distributors for the Food Council effort is in merchandising of enriched and fortified foods which have special values for certain people. In addition, it is our understanding the Advertising Council participation in the total effort during 1971 will recognize these products.

(7) Improvement in the food stamp program. We are pleased with the expansion of the food stamp program and a number of improvements which have been made in it. We will continue to urge removal on restrictions of use of food stamps so they can be used for all

food products regardless of origin and for such nonfood items as are essential to health, cleanliness and personal dignity.

(8) Denominations of food stamps and self-policing procedures. The issuance of stamps in a $5.00 denomination and provision for self-policing have been extremely helpful to retailers, to recipients, and to employees of food distribution organizations. They make an important contribution to an over-all objective of the food stamp program – a mechanism for providing low-income recipients with food in a manner which does not attack their self-respect.

(9) Programs which encourage good employee attitudes toward food stamp users. The provision for self-policing referred to in Recommendation No. 8 has been especially valuable in achieving the objective of Recommendation No. 9. Nevertheless, this is a continuing need which must be considered as a basic part of employee orientation and training. We will continue our endeavors in this area, although the problem must be seen as part of a national attitude toward the low-income person.

(10) "Bonus" stamps for vulnerable groups. Pilot programs closely paralleling the panel's recommendations for the Supplemental Food Distribution Program have been in operation throughout a large part of 1970. We will await results of the evaluations of the pilot programs with confidence that additional distributors will welcome participation in such supplemental distribution programs.

(11) Pilot project aimed at increased food stamp participation. Although the specific recommendation for pilot programs using "seed stamps" was rejected, the panel commends experimentation with other methods for increasing food stamp participation and simplifying participation for recipients. The South Carolina plan of mailing stamps to welfare recipients is being watched with special interest by the industry and we will support efforts by other states to move in this direction if continuing evaluation shows favorable results. It is noteworthy that this approach appears to result in about 95 percent participation as compared with the goal of 40 percent achieved through normal efforts.

In addition to the benefits of increased participation, there are other benefits in cost and added convenience for recipients.

(12) Management training for minority group members. Efforts by individual companies and by the industry as a whole are continuing in cooperation with appropriate Federal agencies to find effective incentives and workable training programs.

(13) Inventory of Innercity Food Store Facilities. The Economic Research Service study of one city's situation should be especially valuable in helping to define the problems involved and assist in isolating possible solutions.

(14) Development of special transportation for people in rural areas unable to acquire food through normal channels. Rejection by USDA of Part I of the panel's recommendation and acceptance by OEO of only an advisory role in Part II of the recommendation means that there is still no effective response to the problem of the aged and the ill in rural areas who are unable to spend food stamps in either supermarkets or stores which offer delivery services. The poor we are discussing here cannot be served by stores which have delivery service and, thus, the panel feels that the argument of double subsidy does not apply.

We continue to urge the development of food transportation stamps or real study of the usefulness of mobile food stores to assist the people in isolated rural areas who are presently unable to realize the benefits of the food stamp program. Often these are the people who are most desperately in need of food.

(15) Training for the hard-core unemployed. The food industry and individual food organizations continue to be interested in cooperation with federally-funded programs and in developing new approaches to special training for employment in inner-city food stores.

D. Packaging and Labeling. – Both Government and industry have made substantial progress in the direction of the recommendations made by the Packaging and Labeling Panel in December, 1969.

Over the last fourteen months there has been a growing awareness of the need to change, and the result is that in this relatively short period much has been done.

Some may be dissatisfied with progress made to date. Impatience is understandable; we all want to "get on with it." This record must be viewed in perspective, however. The basis has been created for both industry and Government to accomplish a great deal more.

Of the four recommendations submitted by the Panel, two were "compounded" or grouped recommendations, calling not only for procedural changes but a basic shift in objectives. It does not overly concern anyone that neither Government nor industry could respond directly or fully to these. More importantly, both have moved, through somewhat difficult procedures, to attain the objectives.

The Government responded directly to two of the Panel's recommendations.

(1) Review of regulations and other studies. – HEW accepted as "advisory" Recommendation I, which called for (a) A comprehensive review of laws and regulations to determine whether they insure and facilitate the delivery of sound nutrition to the consumer; and (b) An examination of attitudes, economic barriers, ethnic preferences, geographical patterns, and other factors relevant to improving nutrition and health, including full utilization of the package and the label. Its comments cited the preparation of three plans for nutrient labeling, decisions which included industry participation and a scheduled consumer pilot survey.

Progress has been made and the current proposals developed in cooperation with industry and consumer groups are being acted upon.

USDA also commented on its work in progress on consumer practices and preferences, knowledge and attitudes, and the special nutritional needs of different groups. Such continuing studies are prerequisite to the formulation of sound policies on nutrition.

The industry is working with FDA to establish guidelines for voluntary nutrient labeling. Industry's participation is not only constructive but necessary if such guidelines are to be practical in their application and widely used.

The report cites a number of examples of efforts by companies to increase nutritional knowledge and information through packages and labels.

Voluntary efforts by companies are growing in number and in total they represent a very important contribution to the growing public understanding of nutrition. At the same time, it is considered that the manner in which nutritional knowledge may be imparted through packaging and labeling, over and above nutrient labeling per se, is still largely unexplored and urge that this be given further study.

(2) Nutrition information campaign. USDA commented that "many aspects of Recommendation II (calling for a comprehensive information campaign on nutrition) are incorporated into the Advertising Council's public service campaign. . ." This industry-government progress is noted.

However, if our recommendation to form a special Task Force to undertake this campaign is not implemented, any and all proper and effective means for accomplishing the same objective have our endorsement and support. It should also be noted that industry is a member of the Food Council of America which is conducting a Nutritional Awareness Campaign through the use of multiple media, including packages and labels.

(3) Study of Metric System. The Government did not comment on Recommendation IV of the Packaging and Labeling Panel (provide funds for study of the metric system), but it is understood that the Bureau of Standards of the United States Department of Commerce is making such a study.

(4) Recommendations of Other Panels. In some cases Government's views on packaging and labeling matters were expressed in response to the recommendations of other panels.

For example, several panels adopted various views on fat and fatty acid labeling. Proposals have been drafted by FDA on this matter.

Several panels, including our own, urged changes in the statutory requirement concerning the use of the word "imitation" on certain food packages. While there seemed to be general acceptance of this point by Government, the only direct response to it was that of the USDA to Panel VIA-2, to the effect that the word "imitation" is not misleading to consumers. The word "imitation" is uninformative in that it tells only what the product is not. Moreover, the word has pejorative connotations which could inhibit the marketing of any product so named.

A recommendation that salt sold at retail be iodized unless the label clearly shows "not iodized" was accepted by HEW. FDA's indicated intention to publish this in the Federal Register would be a step forward.

A recommendation that date coding should be mandatory for all foods whose safety would be affected by age and/or storage conditions was responded to by USDA with the comment that a feasibility study would be worthwhile. Where safety is open to question, such a study should be undertaken. Beyond the safety area, any consideration of date coding must take into account the cost/benefit ratio for consumers.

In summary, there has been progress in implementing the recommendations on packaging and labeling. The most significant response has been in the area of nutritional labeling. With the cooperation of the food industry, the Food and Drug Administration has developed three specific alternative proposals for nutritional labeling which are now being tested for consumer reaction. The development of these guidelines for voluntary labeling represents a number of policy shifts for the Federal Government; a significant step forward in the provision of more nutritional information for consumers, and it speaks to one of the key concerns of the Conference as a whole. While much remains to be done, confidence that it will be done seems well justified.

VOLUNTARY ACTION BY COMMUNITY ACTION GROUPS AND PROFESSIONALS

I. GENERAL EVALUATION

We believe commendation is appropriate to the President for being the first in history to make the elimination of hunger a national goal; for holding the first White House Conference on Food, Nutrition and Health; and for providing a follow-up meeting to the original Conference. We recognize the efforts of the Administration to achieve the goals of the Conference: assigning responsibility for implementation to agencies and departments of government, increasing the level of funding for poverty-related hunger and malnutrition programs, and taking preliminary steps to deal with the long-range goals of improving the nutritional health level of American citizens.

We believe the administration should be further commended for demonstrating its willingness to accept constructive criticism and public evaluation of its stewardship in this matter. An open, responsive, above-board government which trusts the good will of its citizens can be counted on to transcend political pragmatism, and to solicit, accept and expedite the participation of its citizens in realizing national goals.

There are many complexities to this long-standing problem of poverty-related hunger and nutritional inadequacy which may help to explain why the goal has yet to be realized. Many levels of government including federal, state, and local and the Congress, as well as the entire American public share the responsibility. However, this follow-up meeting was called to evaluate the Administration's response to the continuing recommendations of the White House Conference; therefore we will discuss this aspect.

A. The Continuing Need for a White-House-Level Nutrition Advocate.—Several panels at the 1969 Conference recommended that "the position of Special Assistant to the President for Nutrition be designated in the White House to follow through in implementing the findings and recommendations of this Conference and to serve as the eyes and ears for the President." Each time the government progress report dealt with this conference recommendation, the response was, "placing a unit in the Executive Office at a level immediately under the President may well raise its effectiveness by investing it with a claim on the President's time and attention. But that positioning must be at the expense of his attention to other activities and thus may result in a net loss of overall effectiveness." (We respectfully request White House interpretation as to what issue is more important than feeding hungry citizens.) A more recent response given by administration spokesmen at the post-conference meeting was that the proposed Department for Human Resources will provide the necessary federal coordination of nutrition and related programs. However, until this major governmental reorganization takes place we believe the need for a White House level instrumentality will continue to exist.

B. Guaranteed Adequate Income.—One of the conference task force proposals was for a minimum guaranteed adequate income. Last year a level of $5,500 seemed visionary. This year, while inflation and an increase in unemployment makes a $5,500 ceiling even more necessary than a year ago, it still appears visionary to some. Nevertheless we are disappointed that an adequate base of $1,600 persists in the new Administration's welfare reform proposal. It is even more inadequate now than it was a year ago because of inflation. Nevertheless, we applaud the Administration for its determination to reform the welfare system.

The economic situation makes the supporting recommendations of this proposal of the Task Forces more important than they were 14 months ago. We still await an adequate employment/manpower policy from the Administration that recognizes and uses ideas such as government as an employer of last resort; and/or increased funding for jobs in state and local government and non-profit private sector; and/or increased employment in public works; and/or increased opportunities in vocational training and retraining; and/or government as (so to speak) employer of first resort for the non-working poor. A "full employment budget" should provide much better employment programs than we now have, and should not depend on the projected deficit to mechanically or automatically create the answer to growing unemployment.

C. Extending Federal Feeding Programs to All Eligible Citizens.—In the light of budget requests, we must question the Administration's total commitment to reaching all hungry families through food stamps and commodity distribution; and all hungry children through school lunch, school breakfast and special feeding programs. The budgetary increase of $500 million for food stamps in fiscal year '72 is necessary to maintain the number of participants which will have already been reached by the end of fiscal year 1971, and does not represent an appreciable increase in the numbers that can be served by the food stamp program in the coming fiscal year. Although there has been a considerable increase of participants (to 13 million) in either the food stamp or the commodity distribution program, nearly 8 million persons remain to be brought into one of these programs (preferably food stamps). Obviously the budgetary request for fiscal year 1972 makes no provision for these 8 million hungry Americans.

While in the follow-up report the Administration endorsed the transfer of the food stamp program to HEW, this has not been done. This enforcement of transfer did not apply to the commodity program because according to the Administration, "commodity programs are of a different nature. Their primary thrust is to balance a different constituency than that concerned with health and nutrition." We must say it is surprising to see in 1971, a year after a White House Conference which called for resolute responses from the government to human need, an official admission – repeated many times in the government's official summary of action – that agricultural supplements may take precedence over meeting human needs.

Further, we deplore the move to phase out the OEO emergency food program and strongly urge that it not be curtailed until the need no longer exists for such contingency programs.

The proposed budget for fiscal year 1972 request funds for 6.6 million children – representing no real increase from last year's spending level for school lunch programs, and makes only token requests for school breakfast programs. Even using the low Administration figures, there are at least 8 million children who need these programs. Evidence of some lack of forthright leadership in extending these feeding programs by the USDA is shown in its recent directive to regional offices, "There are no requirements to force any school into the school lunch program or to force feed any child no matter how needy." It is small wonder that local and state officials, where much of the implementing responsibility must rest, do not move quickly in implementing school feeding programs.

D. Vital Volunteerism and Citizen Action – an Essential Partnership with Government to Eliminate Hunger and Malnutrition.—The broad cross-section of invitees and their participation in the original White House Conference was unprecedented in opening new possibilities for voluntary action, in partnership with government, to work to eliminate hunger and malnutrition. The high level of expectation with which participants left the conference was not and could not be sustained without the assistance of at least minimal liaison staff support. Many recommendations reflected the realization that voluntary groups can maximize their own contribution in the work to combat hunger when their human and financial resources are multiplied.

The anticipation of support from the White House for vital volunteerism at the local level has not materialized to date. Repeated requests for such support have been ignored. The high level of enthusiastic support has diminished to a large degree because of this inaction. Too much time and energy was dissipated fighting with the government, at all levels, rather than in multiplying the effectiveness of government efforts to eliminate hunger. Just as this follow-up meeting represents a step in the government's continuing commitment to end hunger, so do we consider this meeting only a pause in the persistent efforts of the voluntary community. Therefore we again request the creation of a White House mechanism to harness the vast reservoir of volunteers waiting to assist the government in its quest to eliminate hunger and malnutrition.

E. Health Education, Manpower and Health Care.—Fundamental changes in health and nutrition education are needed. The demand for trained personnel will continue to increase. We urge anticipation of the Nation's needs with adequate planning to fulfill these important national requirements.

Since it is the claim of the administration that health care is an equal right of all people, we would welcome leadership and urge support of efforts to fulfill this right. We reject the contention that national health insurance for all and a concomitant change in the health-care delivery system is too costly, and untried. We reject the contention that massive support for our health manpower production apparatus (i.e. medical schools and allied health science schools), is too costly. We believe that in the final analysis this may be the most economical way to preserve and enrich our national asset of health. We urge that the Administration support those legislative measures which we believe will bring about the fundamental changes in our health system which are needed to solve national health problems (i.e. financing, cost of care and of manpower production, distribution of manpower facilities, elimination of duplication, waste and inefficiency).

F. The Need for Continuing Evaluation of the Recommendations of the White House Conference on Food, Nutrition, and Health.—An excellent precedent has been established with this follow-up meeting of the White House Conference on Food, Nutrition and Health. We strongly urge that this process become an annual pattern for re-evaluating further progress by the government in meeting the goals the Conference established. However, as a result of the experience of this post-conference meeting, we suggest a careful evaluation of the design and plans for their conference.

We suggest that consumers, especially the poor, serve as advisors and resource people in all food, nutrition, and health programs. This recommendation follows an already operating precedent in government. We recommend that greater use of the mass media be made in publicizing government programs to potential participants, and in enlisting additional volunteer efforts. Lastly, we suggest wide distribution of the report developed during this post-conference meeting.

Even with a unanimous call at the plenary session of the White House Conference for the declaration of a hunger emergency, we failed to move the Administration to act on this number one priority of the Joint Action Task Force Statement. Uneven efforts by the public and private sector in the intervening months have failed to eliminate this scourge from our land. Let us hope that the strong concensus at this follow-up meeting will stimulate emergency handling of this number one domestic problem.

II. SPECIFIC RECOMMENDATIONS OR COMMENTS

A. Voluntary Action (Consumers). – The original White House Conference had two principal objectives: the elimination of hunger and the improvement of the food processing and delivery systems in this country. We consider both of these goals important. Nor are they mutually competing or contradictory. Parallel priorities should be established under each objective. We consider the reform and improvement of food industry practices and systems as a valuable consumer objective in its own right and as potentially of enormous value to all Americans, poor and non-poor alike.

From the Consumer Task Force we are reiterating five points—all of which were in our original statement and none of which received adequate answers.

(1) Strengthened consumer representation. The first point was a greatly strengthened representation of the consumer, especially low-income and minority groups, in government generally, in agency hearings, and on advisory committees. It has been pointed out in our discussions that even the answers given in the book on this recommendation do not adequately reflect steps that some agencies of government have already taken. We note particularly that this answer in the book is not really an answer at all in our judgment.

(2) Food protection. We still think that more money should be budgeted for food protection agencies for inspection, labeling, and the improvement of food standards, and that the answer in the document only tells us that an adequate budgetary procedure exists – which we already knew. That, in our judgment, does not substitute for the actual requesting of a bigger budget for these activities.

(3) Outside evaluations. The next point, which isn't really mentioned in the answers except in an oblique fashion, is that there should be an independent outside group, with strong consumer orientation, to evaluate some of these programs. The USDA answer is a comment that the Meat and Poultry Inspection Programs are "continually being evaluated by outside groups who bring to our attention questions and criticisms which arise." We presume they mean Ralph Nader and a few of his friends. This hardly constitutes the outside evaluation group that our Task Force originally wanted.

(4) Federal aid for State and local nutrition efforts. The fourth point: we recommended a program of Federal grants and technical aids to state and local authorities for the implementation of nutrition policy, food and health inspection, and strengthened weights and measures enforcement. The answer from HEW is that this is "being implemented by ongoing programs," but we are left in the dark as to which ongoing programs are doing anything like this. It is true that Agriculture does have a cooperative funding arrangement on meat inspection but on the other things that we mentioned – health inspection, weights and measures enforcement and other food inspection – we do not find any adequate program of Federal aid. We believe that the consumer at the local level needs such assistance.

We do compliment the Executive Order making public the product evaluation data in government agencies as the first step in the implementation of our request, and we do underline the comment from HEW that says the public indeed "does have the right of access to this information" where national security is not involved nor proprietary secrets. We hope to be able to push that further and we compliment the President's Committee on Consumer Interests on their intention to establish a modified consumer federal register. We will await its appearance to see how well it meets our expectations.

(5) Uniform grading system. We do not know why our request for uniformity of grading terminology, regardless of whether it is mandatory or voluntary, cannot be worked out. The answer from USDA is that a mandatory grading system would be a tremendous undertaking. Leaving aside the mandatory aspect of it for a moment, we still do not see why a little work between the agencies could not result in a single informative grading system for all the products that now bear grades.

(6) Dating of merchandise. The next point is the "open-dating" of food. We requested the packaging date, storage conditions, and expiration date. HEW claims that this is being done by supermarket chains now. We still think it could be a matter for Federal government uniformity and uniform action. The Massachusetts Legislature has an open-dating bill before it right now. Perhaps we will have to prod the Federal government by having Massachusetts adopt it first and let the industry worry about the other states doing the same thing.

In general it is fair to say that some of these actions were recommended not for government action but for industry action. Apart from the supermarket chains that have taken the lead in a couple of instances, like unit pricing and open coding, we are not happy with how fast they have moved.

One point in the Task Force action statement that we have singled out was actually addressed to other Federal agencies than those that answered – i.e., limiting promotional and advertising expenditures that have little to do with nutritional value. There is no answer in this book to that suggestion of our Task Force. We would hope that the Federal Trade Commission, for instance, would pick that up and we are now working on a proposal that would ask the Federal Trade Commission to limit the volume of advertising in monopolized or oligopolized industries in some relation to the extent that they are concentrated.

B. Voluntary Action (Health). – The Task Force on Voluntary Action by Health Organizations recognizes that much progress, especially in food stamp and child nutrition programs, has been made in the past year. It speaks primarily and emphatically on the lack of progress on two of its recommendations:

(1) Training for nutrition. Despite the fact that expanded nutrition services and nutrition education programs markedly increase manpower needs, there is no evidence of increased support on programs of training of nutritionists and other professionals necessary to meet increased needs. There has also been failure to provide more funds for research on specific nutritional needs of the population and on the fundamental causes of malnutrition.

(2) Organizational focus for nutrition. The intensified focus on nutrition within the federal government is commendable as far as it goes; for example, the appointee to the position of special assistant to the Assistant Secretary of HEW is highly

regarded. However, neither this position nor the establishment of a nutrition subcommittee on the Domestic Council is high enough priority for nutrition to meet governmental responsibility for leadership and service.

The Task Force reiterates its recommendations for:

(1) A coordinating point at a high level of government with sufficient authority and adequate and continuous funding for effectiveness in meeting the pressing needs in the food and nutrition field, and

(2) Expansion of and adequate funding for programs of bacculaurate and advanced training of nutritionists and related professionals and of nutrition research.

C. Voluntary Action: State and Local Government Leadership: Before and after the White House Conference on Food, Nutrition and Health, the Governors in many States convened State Conferences on Food, Nutrition and Health. These conferences were asked by Governors to evaluate present programs and determine state actions needed to improve or develop new programs intended to alleviate hunger in their states.

It is recommended that the President through the Nutrition Subcommittee of the Urban Affairs Council make the following available to Governors in order to recognize and utilize the initiative and leadership exhibited by many Governors in efforts to combat hunger:

(1) Federal Response to State Conferences. The Federal Government should provide a review and response to the recommendations and plans developed by each of the State Conferences on hunger, including a detailed explanation of the options available to a State in the use of federal grant-in-aid programs to assist in the implementation of the State Conference recommendations and plans.

(2) Technical Assistance. Federal technical assistance teams should be offered to Governors to assist in the following:

- The development of effective state — local organizational and delivery system structures which do not create barriers to utilization of food programs by the poor.
- The training of state and local food program administrators oriented toward making such administrators keenly responsive to the particular needs of the poor.
- Assistance in the development of comprehensive State plans to combat hunger and malnutrition, especially as related to vulnerable groups such as pregnant women, mothers, small children and others.

The Task Force Action Statement called for the establishment of government careers in nutrition and allied health professions, in the war on pollution and in new rapid transit systems. This program would help solve social problems and unemployment problems simultaneously. The statement gave the estimate that this could amount to two million jobs.

The Administration's response was simply that "It is impossible to completely implement this recommendation in terms of foreseeable resources."

This response is not adequate and does not reflect the fact that the Administration has accepted and is seeking to include public service employment as a part of the Family Assistance Act.

Public Service employment of the type mentioned in the recommendation does not involve dead-end jobs, yet does provide meaningful employment and can include meaningful career ladders. The present condition of the economy and the need to achieve a transition to a less Defense-dominated economy makes it logical that such a program be implemented which can include one or more of the following approaches: provide for job creation in neglected public-service areas during periods of high employment; provide access by the disadvantaged to existing (or expanding) "merit system" employment; and make governments the employer of "last resort" for only the residually unemployed with particularly severe social, mental, or physical handicaps.

APPENDIX A - SECTION II, PANEL 6: GROUP REPORTS

Establishing Guidelines for the Nutrition of Vulnerable Groups: Groups for whom the Federal Government has Special Responsibilities

PACIFIC GROUP

Recommendation 1: Establishment of a Coordinating Committee

A long term nutrition program has never been worked out for the islands. There is no coordination of efforts and no system for evaluating activities. Recommendations were made for an adequately funded Coordinating Nutrition Committee with a well trained Medical Nutritionist as Executive Director.

This recommendation was regarded as the central foundation on which improved nutrition in the U.S. Pacific Islands was to be built. The outright rejection of this recommendation by the Department of the Interior is extremely discouraging. The verdict serves sentence on the islanders, by ensuring that malnutrition remains a serious problem and one that is likely to get worse rather than better.

The U. N. agencies most concerned with improving nutrition status around the world, notedly FAO, WHO and UNICEF all agree that Coordinating Nutrition Committees of this kind are central to plans for nutrition improvement. Leading U.S. nutritionists who have advised these U. N. agencies have nearly all stressed this approach to applied nutrition activities. It is quite unrealistic to state that a Cooperative Committee comprised of Guam, American Samoa, the Trust Territory and Hawaii could serve this function. This committee has met very infrequently. Above all it does not include any nutritionists. The recommendation made, which asked for the establishment and funding of a Coordinating Nutrition Committee, called for the appointment of a physician with training in nutrition as full-time Executive Director of the Coordinating Nutrition Committee and that a budget of $200,000 annually be provided to carry out the functions of this office. Only with such a trained nutritionist who has back up funds can the objectives of the recommendation be implemented. Clearly the Department of Interior by suggesting that a committee, with no nutrition expertise and with no funds to implement or monitor programs, tackle these problems and undertake these activities fails to understand or wishes to ignore the problem.

Recommendation II: Food production, transportation, marketing and preservation

It is good to learn that legislation has been prepared (a) which will provide funds for road construction in the territories on a three year schedule and (b) which will afford the products of the Trust Territory tariff treatment identical to that of the several American territories. However we are not told the timing of the legislation nor the extent of the appropriations. It is easy to say that there will be funds for road construction—obviously in the poorest countries or districts there will usually be road construction. We wonder whether the legislation will meet the recommendation "construction of a road system to serve agriculturally productive areas". Clearly this is what is required to make the islands less dependent on imported food, to help economic development and to raise standards of health and nutrition.

The Department of the Interior's statement that the "inter-island transportation situation has been and will continue to be improved" is vague and non-specific. The recommendation called for two additional vessels and for government subsidization because of current high costs. These remain urgent needs.

The Department of the Interior has failed to address itself to the very important recommendation for funds for farming and marketing cooperatives, and for low interest loans to improve agriculture and food preservation. Several other recommendations in this section remain valid and no action has been taken nor response given. This we find disheartening.

Recommendation III: Animal protein foods

It will be helpful to nutrition in the islands if the positive response of U.S.D.A. to the recommendations really moves forward. More factual information including data and statistics would have been helpful to allow some evaluation of progress.

Recommendation IV: Institutional meals

The response of the Department of the Interior stating that "the several Territorial Governments are currently working toward this end" is less than satisfactory. The recommendation indicated that because institutional diets in hospitals and schools were not well balanced an increased budget for government institutions was necessary, and that where possible local rather than imported foods be utilized. Action on this recommendation is needed. Government institutions where children or sick people are fed should set a good example by providing a balanced diet and they should not be allowed to contribute to malnutrition.

Recommendation V: Free school meals

It is very encouraging that U.S.D.A. has accepted this recommendation that will provide free school lunches to all children in all schools in the islands, and that legislation to this effect will be introduced in February, 1971. We would encourage the government to press hard for the passage of this legislation.

Recommendation VI: Relief in case of hurricane

The Department of the Interior's response to this recommendation is vague and indefinite although it is stated that the recommendation is accepted. The Panel calls for:

(a) Preparation of detailed plans for all types of relief, and assurance that the wherewithal to implement the plans are available

(b) Federal assistance to the territorial governments to enact certain emergency legislation.

Recommendation VII: The problem of dental disease

Both the Department of the Interior and the State Department appear to have misunderstood or ignored the tone of the panel recommendation. There are not sufficient dentists to meet current needs. Because of population distribution and geography and for other reasons it is unrealistic to expect, in the foreseeable future, a sufficient number of dentists to provide for adequate dental care of islanders. Many developing and industrialized countries have gone a long way to solving their dental problems by training a cadre of dental workers (a dental assistant or dental nurse) who are not fully trained dentists, but who can undertake ordinary fillings and extractions and also preventive dentistry. These persons are cheaper to train and to maintain than fully trained dentists. Such persons are needed in the Pacific islands. The Central Medical School in Fiji was suggested as a place where ancilliary health workers might be trained if the Federal Government made funds available and if arrangements were made through the South Pacific Commission.

Dental disease is an increasing problem and action of the kind recommended by the White House Conference is urgently needed.

Recommendation VIII: Disparity of income levels

That inequities of pay scales between certain Micronesians and Americans has been studied and that legislation will be submitted to attack this problem is welcome news. However, the Department of the Interior states that this legislation will be implementing "a new pay scale for the Micronesians". We hope that this "new pay scale" will ensure absolutely no disparities. Neither the U.S. nor the Congress of Micronesia should condone different pay scales based on race.

Recommendation IX: OEO program

No comment.

Recommendation X: Creation of a Pacific Islands Regional Commission

This recommendation of the White House Conference was carefully considered and was worked out in detail by persons familiar with the problems of Guam, American Samoa and the Trust Territory. Like Recommendation I it was regarded as a key to improved health and nutrition. A Regional Commission has been in existence to help solve the problems of Appalachia, even though the Appalachian Region consists of counties in several states. The advantages of regional cooperation of this kind, for an area of the world with similar problems yet different local governments, are enormous. A Pacific Islands Regional Commission (organized pursuant to title V of the Public Works and Economic Development Act of 1965 - Public Law 84-13 title V et seq.) could if adequately funded have a marked effect both on development and nutrition in the Pacific group of islands. We hope that the matter will be actively pursued in the future through the calling of a conference of the Cooperative Committee and by all other feasible means. Certain members of the White House Conference should be invited to attend this committee meeting to present their views.

CARIBBEAN GROUP

Recommendation 1: Food availability

The acceptance of the recommendation by United States Department of Agriculture is welcomed. More specific data on progress including the amount of additional funds provided to stimulate increased food production should be provided.

Recommendation II: Dairy products

It is regrettable that no response has been given to this recommendation. The need for filled milk and for federal or local subsidies to families for the purchase of milk are still needed.

Recommendation III: Food importation

The need for a revision of regulations concerning food importations is urgently needed. It is regretted that the Federal Government has not taken any action on this recommendation and that the only progress reported "is from press reports of meetings in Puerto Rico in relation to trade restrictions on food importation". We understand that the meetings reported in press were not in regard to this specific recommendation.

Recommendation IV: Food Stamp and Food Commodity Programs

Acceptance and implementation of the four parts of this recommendation by United States Department of Agriculture is gratifying.

Recommendation V: Local consultation and more flexibility

The United States Department of Agriculture states that this recommendation has been accepted and that it reflects on-going Federal policy. We have local evidence of change. For example the food programs are being designed to take account of local tastes and preferences. Improvements have been made in school lunch programs in Puerto Rico in relation to adaptation to cultural food habits. Bureaucratic inaction at a local level still exists and it is necessary that United States Department of Agriculture attempt to take account of local views and that the program be more flexible. Progress is being made in this area as evidenced by conferences with Federal and local representatives.

Recommendation VI: Adequate Income

The Federal Government believes that the proposed Family Assistance Program will result in implementation of this recommendation. It is essential that this legislation when introduced apply to both Puerto Rico and the United States Virgin Islands. The panel also feels that the level of the floor under the income of all Americans as currently proposed is too low.

Recommendation VII: Food enrichment

No comment.

Recommendation VIII: Nutrition survey in Virgin Islands

It is regretted that Health Education and Welfare rejects the recommendation for a nutrition survey in the Virgin Islands and considers this of low priority. The Panel believes a survey is needed so that programs can be based on adequate data relating to nutritional status. It is also recommended that both the Virgin Islands and Puerto Rico be included in the surveillance program to be instituted by the Center for Disease Control.

Recommendation IX: Nutrition education in schools and institutions

No comment.

Recommendation X: Nutrition education of the public

The U.S.D.A. response does not address itself adequately to the special situation in Puerto Rico and the Virgin Islands. If U.S.D.A. is expressly forbidden from buying time on T. V. and space in newspapers, then consideration should be given to seeking legislation to change the law. It is recommended that the Advertising Council take in consideration cultural habits in developing the nutrition education campaign.

Recommendation XI: Virgin Islands associate with Caribbean Food and Nutrition Institute

We very much regret the rejection by HEW of the recommendation that arrangements be made for the Virgin Islands to receive services relating to training and education in this Institute. The reasons given for rejection of the recommendation are inadequate. The U.S. is a member of both FAO and WHO/PAHO. Because of the large financial support that the U.S. provides, this country is influential in these organizations. The charter of the Caribbean Food and Nutrition Institute could be changed in order to allow fulfillment of this recommendation. It is suggested that the U.S. Government act with vigor to seek this change.

Recommendation XII: Problems of obesity and degenerative diseases

No comment.

Recommendation XIII: Need for coordination

No comment.

Recommendation XIV: Consumer protection

No comment.

Recommendation XV: Educational involvement by private industry

No comment.

AMERICAN INDIANS AND ALASKAN NATIVES

Recommendation I: Preservation, protection and safety of indigenous foods

Although the "involvement and participation of Indians" has been an ongoing program in health matters, there is an urgent need to educate and train the Indian before he assumes the direct responsibility of operating those programs.

Transportation and warehousing are still a major problem on the reservations.

Recommendation III: Improvement of quality and quantity of food supply

Our response under "General Recommendations" applies here.

Recommendation IV: Food production

Although action is underway to implement certain parts of this recommendation, there is a need to expand this and to include other areas in addition to the Navajos.

Recommendation VII: High cost of purchased foods

Because of the urgency for price control, the Bureau of Indian Affairs should implement this recommendation and use the existing regulations for this needed price control. If the food stamp program eventually replaces the food commodity program, the implementation should begin now.

Recommendation X: Nutrition education

Because of the uniqueness of the tribally structured governments on Indian Reservations and because the Indian Health Service does have the responsibility for providing health services and does know what the nutritional health problems are, and should have the resources, the nutritional education for Indians and Alaskan natives should remain with IHS and Health, Education and Welfare.

Recommendation XI: Off-Reservation Indians

Additional funds should be provided to IHS and Federal Policy should be changed to allow IHS to give assistance to off reservation Indians, and relocated Indians should be allowed the use of Public Health Service facilities that are available in the city. The Indian who is a resident of the city is eligible for the services available to other residents of the city.

The supplemental food programs for which all Indians receiving health services from the Indian Health Service are eligible is not operating in a greater number of Indian Communities. The restoration of preschool children to participation in the supplemental food program is urgently needed by the Indian population.

MIGRANT AND SEASONAL FARMWORKERS

Much of the recent progress that has been made in relation to the problem of hunger and malnutrition in the United States, has had no effect on the problems of migrant and seasonal farmworkers. They remain largely disenfranchised, they are deprived of the benefit of most social, economic and related legislation designed to improve human welfare, and their misery continues to subsidize the average consumer. The government needs to take steps to end migrancy as a way of life, and, while there remain large numbers of migrants, to offer them the rights available to other citizens.

Recommendation I: Implementation of Conference Recommendations.

It has been recommended that the government be prepared to override objections of local employers and local and state bodies when necessary to obtain compliance with Federal programs and standards in nutritional and general health matters. We very much regret that the government did not respond unequivocally to accept this recommendation.

Recommendation II: General Recommendations

The first part of this recommendation calls for the President to name a permanent national commission to examine Federal, State, and local legislation and related policy regulations that limit the benefits available to farmworkers. The rejection of this recommendation is based on the grounds that "the barriers have been clearly identified by such groups as the President's Commission on Rural Poverty and the Senate sub-committee on Migratory Labor." If this response is true then there is no excuse for the government not to act with vigor and resolve to remove these barriers. We do not believe that the government has done this.

Recommendation III: Income

The recommendations made by the panel remain valid. Many of them have been rejected because implementation is dependent on legislation. We would like to hear that the Federal government accepts the recommendations and that it will press legislation with all effort and speed. It is especially important that farmworkers be covered by unemployment compensation on the same terms as other workers for example those in construction.

We regret that recommendation No. 5 under this heading was ignored and no response given. This recommendation asked that employers be cut off within 30 days after due notice from participation in all federally funded programs which benefit them if they continue to violate child labor, social security, sanitation, housing, wage and hour, and other laws and regulations designed to protect employees. Regulations comparable to those which require FEPC compliance for Government contractors should be promulgated. The Federal Government should not subsidize those who create proverty, malnutrition and disease by refusing to abide by government regulations. This recommendation is valid and it should be implemented by a government which is pressing for law and order.

Recommendation IV: Improving the lot of the Migrant Agricultural Worker at his home base

We still believe that the ultimate goal of the government in respect to school feeding should be universal free school lunches. The cost to the government is said to be too high. However, the economic cost to the country would be no higher than at present. Economically well-off parents currently pay for school lunches. An increased tax levied on this group could pay for free school lunches.

We are pleased to learn that legislation insuring that migrant workers are not deprived of voting rights is moving forward. It is essential that once in force it be vigorously implemented.

Recommendation V: End Migrancy as a way of life.

The government has failed to respond to our recommendation "That the Defense Department and other government agencies use public purchasing power in a positive fashion to assist efforts of people to help themselves, rather than in negative ways such as for example increased purchase of grapes which threatens the bargaining power of farmworkers. The panel had been particularly concerned that the Defense Department increased its purchase of grapes during the grape strike. We insist that this recommendation be adopted as government policy.

Recommendation VI: National Certification of Migrant Workers for participation in food programs.

We are not satisfied with the response to the recommendation. The recommendation should be implemented now and not await passage of legislation for the Family Assistance Program.

Recommendation VII: Nutrition Education

No comment. We regard nutrition education as of high priority.

Recommendation VIII: Protection from pesticides

We regret that no response was given to two parts of this recommendation. These were (a) that a public notice be required in advance of spraying and (b) that a pesticide information center be created by a Federal agency in each county where pesticides are used. These and other recommendations in this section even if they require new legislation and funding are still important and should be accepted.

DISTRICT OF COLUMBIA

The problems of the District of Columbia are unique among the cities of the United States because: (1) All budgeting and fiscal decisions are made by the U.S. Congress on a yearly basis; (2) An unusually large percentage of the population falls in the low income bracket and (3) Major sources of taxable income and revenues have moved out of the city, decreasing greatly a source of funds to be utilized by the District of Columbia. The lack of self government hinders the city from effecting changes that would improve the nutritional status of the city. The establishment of self government retains top priority.

School Feeding Programs

The response to the recommendations on the School Feeding Programs was vague. All children should be fed regardless of income status. Feeding should be regarded as an integral part of the educational program with lunch feeding given top priority and breakfast second.

Food Stamp Program

1. The use of food stamps for the purchase of household items necessary for personal and household hygiene would not reduce the effectiveness of the program as an anti-hunger measure but would improve the general health of the family since good hygiene is an essential part of health.

2. The automatic disbursement of food stamps with welfare and social security checks would improve the utilization and procurement of food stamps by a group of citizens hampered by lack of transportation.

3. Authorize use of stamps in restaurants, for purchase of meals delivered from restaurants and for other food purchases for those unable to prepare their own meals, for the aged and for persons confined to the home.

Supplemental Food

Expand the program to include all persons certified as medically in need of supplemental foods including the elderly, adolescents and disabled.

The above recommendations were orginally made at the White House Conference. We feel them of sufficient importance to be repeated.

APPENDIX B – SECTION III, PANEL I

The Provision of Food As It Affects the Consumer:
Guidelines for Federal Action (Traditional Foods)

More than a year ago this Panel on traditional foods comprised of knowledgeable, dedicated citizens* was directed by the Conference Chairman, Dr. Jean Mayer, to review long-term trends in food production and supply, this review to include trends affecting nutrition and nutritionally-improved foods and trends in modification and merchandising of traditional foods. This was done against the background of the disclosures that some of our people, particularly some infants and pre-school and school children from low-income families, do not receive enough food. Reported data disclosed instances of low levels of caloric and protein consumption and unacceptable levels of iron, Vitamin A, Vitamin C, and iodine. The Panel carefully reviewed trends in food production and supply to determine what recommendations should be made so that there would be, and for the future will be, an adequate total supply of all the essential nutrients. The input of the able consultants and advisors was comprehensive. In considering the various problems, this Panel made what it considered to be key recommendations, many of which were directed in whole or in part to the Federal Government.**

We have now been asked in this Follow-Up White House Conference on Food, Nutrition and Health not only to review the government's response but to comment on the action taken on the Panel's recommendations. Both industry and government have responded to the recommendations. In many instances the recommendations were already being acted upon, and the White House Conference served to focus attention on what was being done and the need to do even more.

In the area of providing better nutrition and nutritional information the food industry has shown progress. There had been higher productivity helping to offset in part the effect of inflation and helping to make food more within the reach of low-income families. There has been fortification of a variety of foods. There has been encouraging progress in the enrichment of cereals with thiamine, riboflavin, niacin, and iron and in the fortification of milk with Vitamin D. There have been improvements in the labeling of iodized salt to make clear to the purchaser that the choice is not between "free-flowing" salt and "iodized" salt. Vitamin C has been added to vegetable juices and many tomato products, and there has been an increase in the availability of low-sodium products. There has been an increased use of enriched spaghetti, macaroni, and noodles.

Work has gone forward with the aged and handicapped. The total number of such people is about 15 million. This represents the potential for benefit from this work. The Institute of Rehabilitation Medicine of New York University Medical Center under the leadership of Howard K. Rusk has prepared a Mealtime Manual for the Aged and Handicapped, as an authoritative guide to streamlining kitchen tasks to permit the aged and disabled to live more active, self-sufficient lives. Cookbooks have been prepared in large-type and braille and made available to the blind through the Volunteers Service to the Blind, Inc.

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**Attachment A lists these recommendations including government response where applicable.

Industry, government, and colleges stand on many nutritional thresholds. Genetic breakthroughs indicate high potential for improvement in nutritional value of several major food groups including corn, rice and beans. Recently industry has made a breakthrough in the increase in the level of methionine in pea beans via genetic means which increase can lead to important increases in nutritive qualities for this important food ingredient.

Detailed nutritional information on food products is more and more being made available to physicians, dietitians, nutritionists, teachers, home economists, extension workers, and other professionals. This information is generally made available to all for the asking, and many food companies have adopted the practice of placing a statement on the label inviting inquiry as to the detailed nutritive content. Advertising, information campaigns, are aimed at the medical profession using such publications as medical journals and Nutrition Today.

Industry instituted and supports the "Nutrition Awareness" campaign which seeks to achieve improved nutrition by directing the attention of consumers to the need for consumption of a well-balanced diet by eating a variety of foods from each of the four "basic foods." We believe in the Food Council of America's program. This program should be expanded, and further efforts in this direction are being made by the Nutrition Foundation, the Federal Government, and the Advertising Council. The practice has developed in all advertisements where meal elements are portrayed, of making a special effort, to see that a nutritionally balanced meal is shown. Thus, in the case of one company well-balanced meals were shown in magazines or on television 2,360,000,000 times.

Nutrition is affected by the physiological factors such as flavor, temperature, consistency, color, etc. There has been a renewed interest in taste acuity, and one company has spent considerable amounts of time and money working on the production and distribution of kits and informational material designed for the diagnosis by medical personnel of taste deficiencies. This effort encourages the development of diagnostic and therapeutic remedies for abnormalities in this sensory modality. The end result should be an improvement in the diet and total health of the individual.

Industry has made improvements in laboratory testing equipment and procedures so that in the case of pesticide residues it is now possible to perceive certain residues previously undetectable. These new techniques and results are being shared with those primarily concerned.

Monosodium glutamate's use as a flavor enhancer has been questioned, and the Food and Drug Administration, as long ago as 1964, recognized the so-called Chinese Syndrome, a name give to certain non-specific physical symptoms which appear in susceptible persons as a result of eating large quantities of MSG. Certain non-scientific studies were made indicating there might be even more serious effects. The FDA referred the problem to the National Academy of Sciences for solution. The appropriate committee of the National Academy of Sciences determined that MSG was a normal constituent of dietary proteins, was often included in condiments, and concluded after evaluation of chronic feeding and reproduction studies in laboratory animals and high-level feeding studies in man that there was no risk in the use of MSG as a food component. The committee made no finding as to the use of MSG in infant foods saying that this matter was not considered and had been referred to a committee on infant food.

This latter committee found the amounts added to prepared foods were relatively small and that the foods themselves were not likely to be ingested by infants under two months of age. The Committee said the risk for infants was negligible, but it could not find benefits for infants and recommended that MSG not be added to foods specifically designed for infants.

The report went on to say that flavor enhancing characteristics are considered beneficial to the general consumer including older children and adults. As might be expected industry is now conducting extensive research on MSG. For example, one company has four extensive research projects underway, two of which were instituted within the last year.

The companies in our industry have generally realized their obligation to be good citizens and our enterprise and management competence must contribute in full to the well being of the nation. To the extent that our industry can grow and be successful financially we can have the means to contribute to the betterment of social and environmental conditions. Many companies have made, and will continue to make, contributions which include efforts in education such as in-plant training and school education, Opportunity Industrialization Centers, Scholarships for minority groups, vocational guidance institutes; assistance to minority enterprises through small business loans and other financial and managerial assistance; housing rehabilitation; day care centers; urban redevelopment work; neighborhood clean-up programs; playgrounds and other recreational areas such as basketball and swimming facilities.

The government's overall response to the Panel's recommendations has been summarized. In many areas the government's response has been gratifying. Many could be singled out. We will mention but two. The Department of Agriculture has made important organizational changes and its Food and Nutrition Service has aggressively administered the new food stamp and child nutrition programs. At the end of 1969 there were approximately 3.6 million participants in the food stamp program. As of November, 1970, it is estimated that there were 9.3 million participants in the program. The new authorization bill that finally emerged from the House and Senate Conference Committee is expected to increase the number of people eligible for food stamps to an estimated 13 million. (This figure could be substantially higher. Some have estimated that 16 million people will be eligible by June 30, 1972.)

Congress increased the potential number of participants by adopting a national eligibility standard of $4,000 in maximum annual income for a family of four.

States now set their own eligibility standards for food stamps, based in most cases on the income levels they use to determine qualification for public assistance. The largest income allowed for participation in the food stamp program is $4,320 for a family of four, in New Jersey; the lowest maximum for a family of four is $2,160, in South Carolina.

The House-Senate conferees in December settled on a fiscal 1970-71 authorization figure of $1.75 billion. Congress already had approved a fiscal 1970-71 appropriation of $1.42 billion for the food stamp program.

In the fiscal year 1971-72 budget President Nixon has proposed $2 billion for food stamps and $282 million for commodity donations to needy families, an increase of $250 million for stamps and nearly $33 million more for commodities over the current figures for the fiscal year ending June 30, 1971. In addition, the budget seeks an additional $120 million in food stamp funds for use during the current fiscal year.

In the case of cash or food to improve the nutrition of children the 1969-70 budget appropriated $754 million. The 1970-71 budget appropriated $1,000,290,000, and the budget proposal for the fiscal year 1971-72 would appear to request $1,118,000,000 for child feeding, a further increase over the current fiscal year.

APPENDIX C – SECTION IV, PANEL 4

Nutrition Teaching and Education: Popular Education and How to Reach Disadvantaged Groups

Recommendation I

The sense of the Panel's first recommendation seems to have been understood by the various Federal agencies. The five subrecommendations were included to emphasize the urgency of improved food and assistance delivery programs. Other Panels will no doubt report in detail on the same five recommendations.

Recommendation II

Recommendation II was the major recommendation of the Panel, i.e., the formation of an ongoing communications task force. A considerable number of suggestions and stipulations for the organization and functions of the task force were given (Pgs. 181, 182) and in the addendum and supplementary report (184-190). This recommendation is similar to Recommendation II-V of Panel VI A-5. The same response to both was given by HEW and USDA: that an Advertising Council Nutrition Campaign is being developed.

From the description of the campaign, it is our feeling that the main emphasis of the recommendation was missed. The Panel conceived a long range program with involvement at many levels—not a crash, one-shot campaign which the Advertising Council program would seem to be. While we applaud the involvement of the Advertising Council, we were aware in the summer of 1969 that the President had already called for such a program.

The possibility that the Advertising Council Nutrition Program together with the Nutrition Awareness Campaign of the National Food Council could lead to a permanent task force (as described in the recommendation) is well worth considering. We believe that the food industry would be anxious to cooperate in the stimulation of the formation of an ongoing task force; the impetus could be supplied by the President's Committee on Consumer Interests or the Domestic Council.

The important feature of Recommendation II is the establishment of a long-range program with continuing involvement of many agencies and individuals of varied skills and involvement. Without this, we feel that the major job of education through the media of mass communication will not be accomplished.

Recommendation III

This recommendation was summarily rejected by the Federal Communications Commission as not serving the public interest. We did note that the FCC has the authority to require that specific amounts of time be devoted to public affairs. It would be interesting to have public disclosure by radio and television stations of the amount of time and the subjects given in public service. Such a disclosure should also include some indication of the hours when such services are provided.

The Panel developed a very bold recommendation in hopes that its review and consideration by appropriate agencies would reveal that the mass media is operated to the owners' and not the public's benefit. We are aware that the proposal for additional public service programs of the Federal Government may be in conflict with the public interest.

This recommendation could be modified to exclude that portion so that the recommendation reads:

> "The President should take and/or recommend the actions necessary to require of all radio and television station licensees that they presceibe that 10% of their broadcast time be set aside for obligatory public service communications programs, such as the recommended nutrition education effort;
>
> "That the stations and networks should cease to exercise their present controls over which time period or how much time is to be alloted. The 10% suggested should be prorated over the various time periods on the basis of 10% of each time period;
>
> "That appropriate safeguards be established so that rights of station operators are not infringed, that an appropriate certification procedure be set up by which communications programs in the public interest can be approved and protected from bias or political distortion or expropriation.
>
> "This would require an examination of existing legislation and other regulations governing the licensing of radio and TV stations to ascertain if the recommended action is possible now. If not, then the President is urgently requested to recommend such necessary legislation and/or regulations to achieve it in the shortest possible time.
>
> "We would consider this to be a matter of prime national urgency."

One final thought concerning the comments of the FCC. Careful reading suggests that steps could be taken to assure more public service time; it would seem that this possibility has been rejected. We would urge reconsideration of that possibility by the FCC in order that significant time be made available for the kinds of programs envisioned by the Panel.

Recommendation IV

The response of the USDA is gratifying; clearly much is being done to improve communcations with those in need. The activity that most nearly reflects the intent of the recommendation is the Extension Service's consideration of Community Nutrition Education Centers. This is under study by the Service and is described in the last paragraph of Recommendation IV comments on page 201 of the comprehensive report.

The Panel was concerned about the already fragmented and duplicated courses of instruction developed to train neighborhood leaders and "gatekeepers." Nearly every public service agency has some kind of outreach programs utilizing indigenous program aides. The USDA with more than 7,500 paraprofessionals is an example.

Recommendation IV was directed to improving the efficiency and effectiveness of training. If the Extension Service implements the recommendation by expanding its offices to truly become Community Nutrition Education Centers, it is hoped that its services would be made available to all other agencies working in nutrition and health education.

Recommendation V

This recommendation, encouraging a nutrition education component in all food delivery systems and programs, resembles many similar recommendations from other Panels. The spirit of the recommendation has been captured by appropriate Federal agencies.

General Comment Panel IV-4

The general topic assigned to the Panel seemed to lend itself more logically to the development of program suggestions and ideas than to the development of stylized recommendations to the Executive Branch of the Government. The Panel endeavored to spell out the significant components of an educational program. It was hoped that many agencies would find material of value as they plan and execute programs of public education. Reference was made to the Federal Interagency Media Committee and the Inter-Departmental Committee on Nutrition Education and of the need for superior cooperation among all information agencies. Perusal of the Comprehensive Report suggests that the recommendations were considered as isolated entities.

The Panel is concerned that once having read the Report and initiated or rejected recommendations, the affected agencies will lay aside the Report and not use it again as resource material.

REPORT OF SUB-PANEL ON DECEPTION AND MISINFORMATION

Recommendation I: Part 1

This recommendation deals with coordination of activities in the area of regulatory manners. The Panel felt that a coordinating body already exists in the Office of Consumer Affairs. Justification for this suggestion was given in the body of the recommendation.

The comment from HEW and USDA suggests that better coordination can be expected between those Departments. Little mention was made, however, of continuing coordination among other agencies (FTC, Post Office Department) or of the recommendation for a "watchdog" function for the Office of Consumer Affairs. In fact, the latter office was apparently left out of all considerations.

Recommendation I: Parts 2 – 5

We look upon the reorganization of the FTC to permit more attention to be given to false and misleading food advertising as salutary. The Panel regrets that the recommendation to transfer such responsiblities to FDA was not heeded but recognizes the desire of the FTC to exercise its prerogative. The staff assigned to the task seems to be woefully minimal in light of the monumental task. The Panel respectfully urges the Executive Offices to periodically review progress made in this important area.

Recommendation I: Part 6

No comment was forthcoming on this important recommendation.

Recommendation I: Part 7

The Panel is gratified with the response of the Office of Management and Budget.

Recommendation I: Part 8

The Panel does not consider that adequate response was made to this recommendation. Until penalties are more stringent, little will be accomplished in support of efforts to control consumer fraud.

Recommendation II: Part 2

The Panel recommendation was misstated in the Comprehensive Report. It should read: ". . .data bank established similar to that in the field of tobacco smoking. . ."

The intent of this recommendation was apparently not understood; the request was for a nutrition archive. The response was that Handbook No. 8 is to be updated. While Handbook No. 8 needs revision, its publication would hardly serve the function of an archive center.

The Panel is gratified that this recommendation was accepted and hopes that it will be given continued consideration.

Recommendation II: Part 3

The response to this recommendation for the formation of a National Nutrition Council suggests that the NAS/NRC is recognized as the "source of the best current nutritional opinion." Without wishing to deprecate the Council's competency, we do not believe that the charter and method of operation would enable the NRC to carry out the functions visualized for a National Nutrition Council. With reorganization and adequate funds, the NRC conceivably could provide certain of the functions.

This recommendation deserves more consideration which might include dialogue with NAS/NRC to determine if duplication would indeed be the case.

Recommendation II: Part 4

The Panel is gratified with the actions taken.

Recommendation II: Part 5

The Panel is gratified with acceptance of the recommendation.

Recommendation III: Part 1

The Panel is gratified with acceptance of the recommendation. The Panel reiterates Recommendation I in the present recommendation. Hopefully, with experience the OCA can exert more influence on the Federal regulatory bodies to achieve superior coordination.

Recommendation III: Part 2

The Panel is gratified with acceptance of the recommendation.

Recommendation III: Part 4

The Panel is gratified with acceptance of the recommendation.

Recommendation III: Part 5

The Panel is gratified with acceptance of the recommendation.

Recommendation IV

The Panel is gratified with acceptance of the recommendation.

Recommendation V

Since no comments were given, the Panel is fearful that this important recommendation may have been overlooked. Perhaps the wording of the recommendation was responsible for its fate. The recommendation per se is contained in the last sentence: "(But) the Federal. . . .market."

Recommendation VI

The Panel is gratified with the progress being made in the implementation of this recommendation.

In correspondence, one member of the Sub-Panel on Deception and Misinformation submitted the following view:

> "As promised, I write to advise you in response to your December 23 letter regarding the White House Conference follow-up. In my brief chat with you, I expressed the view that I was disappointed in the outcomes regarding the educational and informational aspect of the proceedings.
>
> "Basically, the plan to get information to communities in form for consumer use and action has not materialized to my knowledge. Such consumer movements as we have seen have not moved positively in the direction we had hoped. Governmental agencies, while concerned, have not consolidated their interests and programs to develop effective informational and regulatory approaches. Again, we see the fragmented operations which we deplored and I wish we could convince the authorities to see the significance of coordination.
>
> "We have hit the paradox of new nutritional nonsense resulting from the environmental crusade which has moved into the 'nature food' and organics area. It would appear that these folks have capitalized on the anti-chemical attitude and sold, through their customary means, the slogans which we have tried to counter by the scientific informational approach."

/s/ Irving Ladimer, S.J.D.

APPENDIX D – SECTION V, PANEL 4

Food Delivery and Distribution As a System:
Large Scale Meal Delivery Systems

1. The Panel views one broad general need and that is the development of a National Council for Food and Nutrition to develop national nutrition policy. The evolvement of such policy would permit comprehensive program development based on expressed priorities and assist the governmental agencies at all levels (federal, state and local) to pursue the general goals, to monitor results and insure timely modifications.

2. The National School Lunch Program should be expanded so as to provide free lunch (and breakfasts where required) to all students, including migrant and disadvantaged children, through secondary school at no direct cost to the recipient. This expansion should be such as to provide one-third of the student's recommended daily dietary needs for all students by calendar year 1975.

Further provision of one-half of the student's recommended daily dietary needs for all economically needy children shall be accomplished by calendar year 1975.

In this area of the Panel's recommendations (Recommendation #85) the response by the Department of Agriculture indicated that recommendations for Parts B and D cannot be implemented until such time as funds are available from federal, state or local sources. The Panel is mindful of this, however, the recommendations were not for immediate action but for implementation by 1975 and 1980 respectively. We urge that we continue to press for these objectives by the dates contained in the recommendation.

It was the opinion of the members of the Panel who were in attendance at the follow-up meeting in Williamsburg that the President's goal of feeding hungry children within the framework of the School Lunch Program might best be accomplished if at this time the requirement for matching funds was eliminated from the present regulation and that programs for free and reduced price lunches be funded completely by the federal government. If one looks at the financial condition of many of our states, particularly those with large urban populations, it is evident that the inability of state financing to meet the matching fund requirement of the School Lunch Program for free and reduced price lunches is standing in the way of the program reaching many needy children. For this reason we recommend that the matching fund requirement be eliminated.

3. The recommendations of Panel V-4 were organized around the five federal institutional feeding systems: Department of Defense, Veterans Administration, Bureau of Prisons, School Lunch Program and Pre-School and Migrant Children. The operational staff of each of these government agencies reject the use of surplus commodities and products obtained from price-supported programs. Panel V-4 recommends at the earliest practicable date that these national feeding programs be separated from programs of surplus commodity distribution and that cash subsidies be increased to provide adequate funds to replace the commodity issuance. To accomplish this the federal aspect of school feeding programs should be administered through the Department of Health, Education and Welfare.

4. There is a consensus among the members of Panel V-4 which indicates a need for the establishment of priorities in nutrition education which provide a maximum contribution to the increased nutritional status of the population of this nation.

In the area of primary, elementary and secondary school nutrition education there are needs for model curriculum development which will enhance the ability of the school and pre-school age group to know and understand the significance of nutritional health and fitness. Recognizing that the school children of today have a significant influence on the community, the spin-off benefits from these nutrition education efforts can do much to improve the general nutritional status of all people.

The Panel urges the Office of Education to provide leadership and initiative in developing a positive, aggressive nutritional education program for our children.

5. The school lunch menu pattern, to be responsive to the student food needs, must reflect the nutrient requirements of the various age groups. The menu is the basic food service management tool required to design adequate and acceptable large scale meal delivery systems for pre-school and school feeding programs. The qualitative and quantitative nutritional requirements and food preference of the various age groups of this population can be met more specifically by designing a menu pattern based on their nutritional needs as listed in the recommended daily dietary allowances developed by the Food and Nutrition Board, National Academy of Sciences, National Research Council. This pattern can be readily adapted to individually prefabricated meals or newly developed engineered foods distributed to schools and day care facilities. Nutritional analyses of these products can be furnished by the processor.

6. Reflecting the trend for schools to become community centers, the use of the school should be broadened to include positive feeding programs for community activities and to provide meals at no cost to all those who hunger or are malnourished as a result of poverty, age, or conditions resulting from emergencies.

APPENDIX E – SECTION VI, PANEL 2

Voluntary Action to Help the Poor:
Food Manufacturing and Processing

RECOMMENDATIONS I and III

Subject: Repeal of Filled Milk and Filled Cheese statutes coupled with issuance of regulations.

Government reaction: Further study.

Response: These panel recommendations recognized the appeals of some nutritionists and consumers for general availability of milk and dairy products with modified fat content – and also their concern that the Filled Milk and Filled Cheese Act hinder efficient marketing and development of such products. A dissent to these panel recommendations and to recommendation II proposed that a Presidential Commission study the rationale and cost benefit implications involved.

It is noted that FDA is discussing repeal of this legislation and the substitution therefor of regulation of these products under the food standard authority.

It is also noted (Comprehensive Report, page 147) that USDA in response to a similar recommendation (Panel III-2, VIII part 3) maintains that statutory repeal should not be effected until adequate Standards of Identity and minimum Standards of Quality are developed and adequate safeguards are provided in labeling and identification of these products to prevent consumer deception.

Discussion between the agencies should include consideration of all interests involved, nutritionists, consumers, producers and processors, and applicable cost benefit factors to assure that legislative and regulatory measures to be proposed will protect and advance the national welfare.

RECOMMENDATION II

Subject: Repeal of the Butter Act, Adulterated Butter Act, amendment of section 401 of the Food, Drug, and Cosmetic Act, coupled with issuance of regulations.

Government reaction: Accept – Legislative.

Response: In addition to legislation, the panel recommended appropriate regulations of these products which would be operative at the moment the legislative repeals and amendments became effective so that there would be no lapse in any controls needed for the public welfare. It is assumed therefore that such legislative and regulatory proposals are being drafted by the agencies.

RECOMMENDATION IV

Subject: Repeal of section 321(c) of Dry Milk Solids Act coupled with appropriate regulations defining product as "nonfat dry milk."

Government reaction: Accept.

Response: The panel recognized the importance of maintaining the definition of the product as "nonfat dry milk" and assumes this will be done in implementing the recommendation. It also assumes that the agencies involved will proceed with development of legislative and regulatory proposals to implement the recommendation.

Placing this product and the products involved in the three preceding recommendations under regulatory, rather than statutory, controls will facilitate the ability of producers, processors, and Government to respond effectively to the needs and opportunities created by new knowledge, new technology, and national nutritional goals.

Attached are further comments of the American Dry Milk Institute on the Government reaction.

AMERICAN DRY MILK INSTITUTE, INC.
130 North Franklin Street
Chicago, Illinois 60606

Re: Panel VI-A-2; Recommendation IV

It is important to note that the indicated Recommendation IV is not the same as the final recommendation, adopted by Panel VI-A-2 of the White House Conference on Food, Nutrition and Health, in regard to the subject of proposed repeal of the Dry Milk Solids Act. The full and correct recommendation adopted by the Panel reads:

> IT IS RECOMMENDED: That legislation be introduced during the second session of the 91st Congress to repeal section 321(c) of the Dry Milk Solids Act. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim adopt regulations preserving the present terminology (nonfat dry milk) and develop and adopt such other measures as may be necessary to protect the public interest.
>
> Recommendation IV set forth in the Government's Reaction to the effect that the statutory definition and standard of identity for Nonfat Dry Milk (21 USC 321(c)) be repealed, should not be adopted.
>
> The Recommendation is based upon an erroneous assumption and overlooks several important considerations. The erroneous assumption is that the existence of the statutory or the congressional standard constitutes an impediment to desirable changes either by modification of or addition to Nonfat Dry Milk.

It is obvious the present statutory standard for Nonfat Dry Milk does not inhibit opportunity for improvement in the nutrient content of the food – EXAMPLE: the promulgation of the definition and standard by the Food and Drug Administration for "NONFAT DRY MILK FORTIFIED with VITAMINS A AND D".

Actually, the action by FDA in establishing the standard of identity for Nonfat Dry Milk Fortified with Vitamins A and D should have led to the conclusion that what FDA did in connection with the fortified product constitutes precedent for that Agency to take similar action, at such time as any further enhancement of the nutritional value of the food may be proposed.

Further evidence of the erroneous assumption on which the Recommendation is based is the fact that a calcium-reduced product has been developed and is lawful for interstate shipment and is presently being used in the manufacture of certain foods. The existence of the statutory standard did not prevent this development.

The considerations which should have been taken into account but which apparently were overlooked, have to do with existing regulations pertaining to Nonfat Dry Milk now included in the Code of Federal Regulations under 21 CFR 18.540 and 18.545 respectively:

- 21 CFR 18.540 is a definition and standard of identity for the product designated under nomenclature, no longer applicable to the human food product: dried skim milk, powdered skim milk or skim milk powder. A "Note" in the CFR under that Regulation states:

  > "NOTE: 70 Stat. 486, 21 U.S.C. 321c, provides a statutory definition for this food under the name 'nonfat dry milk.' "

If the present statutory or congressional standard for "Nonfat Dry Milk" were repealed outright, as the Recommendation proposes, this above former regulation would be automatically revived under the outmoded names mentioned.

- 21 CFR 18.545, the other regulation referred to, is the definition and standard of identity for "Nonfat Dry Milk Fortified with Vitamins A and D." This standard of identify, by its very terms, is built upon and refers to the statute which Recommendation No. IV, if adopted, would repeal.

It follows then, that the standard of identity for "Nonfat Dry Milk Fortified with Vitamins A and D" would also fall if the Act establishing the standard of identity for "Nonfat Dry Milk" were repealed.

It would appear from the excerpt reproduced in the Government's Reaction that the proposal/recommendation of the American Dry Milk Institute, as accepted and included with the final recommendation of Panel VI-A-2, was not submitted by the Nutrition Sub-committee/UFC for HEW consideration.

If it is desired to make provision for amending the standard and definition for "NONFAT DRY MILK" by administrative procedure, the proper means for accomplishing the same would be to add a "Sec. 2." to the existing law, as follows:

> "Sec. 2. The definition and standard of identity for nonfat dry milk established herein may be the subject of an action to amend under Sec. 701(e) of the Act in the same manner as a definition and standard of identity issued pursuant to Sec. 401."

This proposal for amendment is further indicated in the attached copy of the standard and definition for "NONFAT DRY MILK."

Attachment:

Public Law 646 - 84th Congress
Chapter 495 - 2d Session
S. 1614

AN ACT

All 70 Stat. 486.

To amend the Act entitled "An Act to fix a reasonable definition and standard of identity of certain dry milk solids", title 21, United States Code, section 321c.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That Public Law 244, Seventy-eighth Congress, second session, approved March 2, 1944, title 21, United States Code, section 321c, entitled "An Act to fix a reasonable definition and standard of identity of certain dry milk solids" is amended to read as follows: Dry milk solids. 58 Stat. 108.

Sec. 1. "That for the purposes of the Federal Food, Drug, and Cosmetic Act of June 26, 1938 (ch. 675, sec. 1, 52 Stat. 1040), nonfat dry milk is the product resulting from the removal of fat and water from milk, and contains the lactose, milk proteins, and milk minerals in the same relative proportions as in the fresh milk from which made. It contains not over 5 per centum by weight of moisture. The fat content is not over 1½ per centum by weight unless otherwise indicated. 21 USC 301.

"The term 'milk', when used herein, means sweet milk of cows." "Milk".

Approved July 2, 1956.

Sec. 2. The definition and standard of identity for nonfat dry milk established herein may be the subject of an action to amend under Sec. 701(e) of the Act in the same manner as a definition and standard of identity pursuant to Sec. 401.

RECOMMENDATION V

Subject: Withdraw proposal in the Dietary Hearings (31 Fed. Reg. 15730ff) to restrict fortification of milk to vitamins A and D and to prohibit addition of other vitamins or minerals to whole milk products.

Government reaction and comment: Reject. Indiscriminate fortification of foods is unsound; fortification should be part of a systematic plan scientifically developed; NAS/NRC is reviewing nutrient levels of foods for improvement and control.

Response: Whether NAS/NRC Committee on Food Standards and Fortification contract with FDA provides for consideration of fortification of milk and dairy products as means for supplying mineral and/or vitamin deficiencies is not clear from the reaction.

If the contract does not include milk and dairy products, it should be amended or supplemented to require consideration of fortification of these products in developing a national systematic plan for food fortification.

RECOMMENDATION VI

Subject: Presidential Commission to review statutes that mandate the use of the word "imitation" on labels of food, meat, and poultry products.

Government reaction: Further study.

Response: It is not clear that review of regulations under 403(j) will be responsive to the recommendation. Marketing experience proves that the public considers "imitation" products inferior, which hinders acceptance of safe modified nutritious products so labeled.

RECOMMENDATION VII

Subject: Appoint commission of Federal, State, and local regulatory officials, industry and public members to review barriers to free movement of milk and milk products and to propose remedial measures.

Government reaction and comment: Reject. Very general breakdown of these barriers in recent years; progress toward uniformity of manufacturing grade milk standards will help eliminate duplicate inspections.

Response: In the reaction to this recommendation and to the Consumer Task Force Comment (Comprehensive Report, pages 137-138, Panel III-1), which did not request a commission but noted a need for elimination of trade barriers, a number of positive measures taken or planned to meet these problems are reported.

Nevertheless, significant barriers continue to exist.

It is urged that USDA and HEW review current conditions for the identification of problems and the development of measures to advance the public welfare by assuring the free movement of safe nutritious dairy products in commerce.

A discussion of some reasons why such a review is necessary is set forth in the attachment hereto:

While it is true that a number of studies have been conducted identifying many of the impediments and restrictions on the movements of milk and dairy products, it has never borne the scrutiny of a special prestigious commission working across interdepartmental lines as well as federal, state, municipal and local jurisdictions.

The Department's response seemed to regard the recommendation as merely another study. This is not the case.

There are more than 20,000 state, county, local and municipal health and sanitation jurisdictions in the United States. The barriers to milk movements are varied and extensive. They often derive from differing federal, state, county and municipal requirements and often as to a number of different regulatory programs under each jurisdiction. Differing requirements at each level of regulatory jurisdiction for labeling health regulations and product standards create a number of problems. Also, Federal Milk Marketing Orders create some substantial inhibitions to milk movements.

Just recently, June of 1970, the Department of Agriculture released a publication entitled "Sanitary Regulations of the Fluid Milk Industry – Inspection, Costs and Barriers to Market Expansion." The study documents substantial geographical areas in which there is very little to no reciprocity between various sanitary authorities. It shows milk plants are inspected about twenty-four times a year, although the Public Health Service recommends only two per year in its model sanitary code. Some states require all supplies entering the state to be inspected by local authorities. Other states have a number of criteria to guide the sanitary authorities in determining whether they will or will not inspect or accept the inspection of other sanitary authorities on milk supplies entering their states.

Some states, provide that the state sanitary authorities are not required to inspect additional supplies of milk for 12 months following the application for inspection or some specified period of time. Other states have other means of applying sanitation requirements in a very restrictive manner thus creating substantial barriers.

The International Association of Ice Cream Manufacturers in a study recently completed found that there were about four sanitary authorities per ice cream plant. Only 38 percent accepted the inspection of another sanitary authority and shockingly enough only 1/3 of those within the same state practices reciprocity. In other words, the problems of barrier not only relate to interstate movements but on intrastate movements.

The Federal Milk Marketing Orders themselves create in several instances substantial economic barriers. For example, it would be possible to pay the Class I price in Wisconsin/Minnesota for skim milk used to manufacture powder or concentrated skim milk, transport the concentrated product to distant markets and re-constitute it for consumption at a cost substantially less than the Class I price imposed in many of the distant markets. However, regulations under Federal Milk Marketing Orders preclude such a system. A compensatory payment, equal to the difference between the Class I (fluid milk) and Class II (manufacturing milk) price in the market where the product is finally sold is imposed on re-constituted powder regardless of where the powder comes from or the price which was actually paid for the powder. Allocation provisions and other provisions under Federal Milk Marketing Orders continue to create barriers to the movement of milk from one market to another.

RECOMMENDATION VIII

Subject: Industry enrichment of wheat and corn flour; study broadening of enrichment standards.

Government reaction: Accept.

Response: Most cake and other baking mixes are now being enriched and there has been a significant increase in the amount of enriched flour produced and sold since the White House Conference. In addition, a joint scientific committee of the various milling and baking associations has petitioned for revision of standards governing enriched flour, and it is hoped that a favorable decision will be rendered.

RECOMMENDATION IX

Subject: Industry voluntarily enrich all milled rice; undertake study to preserve fortification in consumer use.

Government reaction: Accept.

Response: Approximately two thirds of all milled rice is now enriched, but measures to require enrichment of all milled rice should be considered. It is recommended that FDA request NAS/NRC to study further enrichment of rice because it is a staple item in the diet of many low-income families.

RECOMMENDATION X

Subject: Authorize enrichment of grain flour proteins with amino acids.

Government reaction: Accept - Administrative.

Response: It is noted that measures to implement the recommendation are being undertaken, and it is urged that there be prompt resolution of existing uncertainty over standards governing the use of amino acids for supplementing grain flours.

RECOMMENDATION XI

Subject: Intensify research to develop new low-cost consumer foods from wheat mill fractions.

Government reaction: Accept - Administrative.

Response: Industry confirms that research is in progress but has encountered major obstacles in the color, flavor, and rancidity of foods made from wheat mill fractions. Solution is expected in less than two years.

RECOMMENDATION XII

Subject: Federal Government to reexamine agricultural policy for possible conflicts with national food and nutrition goals.

Government reaction: (See comment in Comprehensive Report, page 305.)

Response: It is noted that t problem identified in the panel recommendation is recognized and it is urged that appropriate studies be undertaken.

RECOMMENDATION XIII

Subject: Delete part 80.2 of the proposed regulations for vitamin and mineral fortified foods.

Government reaction: Reject.

Response: It is noted that action on the panel recommendation is suspended pending analysis of the records of the now terminated Dietary Hearings. As stated in the panel recommendation, national nutritional studies indicate that present restrictions on fortification of food products must be revised to meet national nutritional needs.

RECOMMENDATION XIV

Subject: Authorize addition of calcium to meat products.

Government reaction: Accept - Administrative. In progress.

Response: In view of surveys disclosing calcium deficiency as measured by Recommended Dietary Allowances in a significant portion of the U.S. population, it is believed that regulations authorizing fortification of meat products with calcium, coupled with labeling to show such addition, should be included in the USDA rules and regulations covering meats.

RECOMMENDATION XV

Subject: USDA should authorize addition of polyunsaturated fats to formulated meat products.

Government reaction: Accept substitution of polyunsaturates and meaningful labeling of the modified product.
Reject elimination of requirement that modified product be labeled "imitation."

Response: It is noted that addition of polyunsaturates and meaningful labeling of the modified product is accepted. However marketing experience proves that the word "imitation" is understood by consumers to mean not only that the product differs but also that it is substandard or inferior. Meaningful labeling can inform the consumer that the product differs from standard without the use of the word "imitation."

RECOMMENDATION XVI

Subject: USDA should authorize additional use of nutritional meat extenders for formulated meat products without requiring "imitation" labeling.

Government reaction: Reject.

Response: USDA rules and regulations (35 Fed. Reg. 15554 (1970), Sec. 301.2) regarding sausage products require that the word "imitation" be used if the extender(s) is present in amounts of more than 3½ percent. This limitation does not apply to so-called nonspecific items.

For items in which nutritional quality is not adversely affected, meaningful labeling to inform and not mislead the consumer does not in our judgment require the use of the word "imitation."

RECOMMENDATION XVII

Subject: USDA should redefine organ meats as "variety meats."

Government reaction: Reject.

Response: In reacting to the panel recommendation, the USDA indicates that organ meats are not considered meat by-products. However in USDA rules and regulations they are so defined. It is noted that the Government reaction uses the words "organ meat." The panel recommendation was not intended to negate the requirement for label designation of the actual name of the organ meat when the organ is used as an ingredient of a formulated product. With this explanation of the panel recommendation, it is hoped that the USDA will reconsider its rejection of that recommendation.

RECOMMENDATION XVIII

Subject: FDA should permit addition of fish protein concentrate in formulated foods.

Government reaction: Reject - further study.

Response: It is noted that further study on the processing and end product of fish protein concentrate is required, and it is hoped that such studies will be carried forward because of the need for additional high-quality protein supplements.

RECOMMENDATION XIX

Subject: FDA should authorize the addition of suitable vitamins to canned fruits and vegetables.

Government reaction: Accept - Advisory.

Response: Industry notes with approval the Government comment on its recommendation. The industry supports the development of dietary and nutrient guidelines that will closely respond to the nation's nutrition needs. Many needs could be answered by enrichment of foods that is not now permitted.

RECOMMENDATION XX

Subject: FDA should authorize nutritional enrichment of chocolate products.

Government reaction: Accept - Advisory.

Response: Whether NAS/NRC Committee on Food Standards and Fortification contract with FDA provides for consideration of fortification of chocolate products as means for supplying mineral and/or vitamin deficiencies is not clear from the reaction.

If the contract does not include chocolate products, it should be amended or supplemented to require consideration of fortification of these products in developing a national systematic plan for food fortification.

RECOMMENDATION XXI

Subject: Industry undertake nutritional enrichment of suitable snack foods.

Government reaction: Accept - primarily directed to industry.

Response: Enrichment of snack foods is appropriate in developing a systematic program for each nutrient because snack foods are a significant part of the national diet today. In recognition of this fact, major industry representatives have enriched their snack food lines. One large baker has enriched all 230 wheat flour based snack products. Vitamin C added to beverage powders and mixes is common. Extra quantities of niacin, vitamin A, two B vitamins, plus C and D and iron are being added to toaster pastries by their manufacturers. Numerous companies are enriching snack cakes with vitamins and iron. One of the largest selling candy bars now contains 14 percent protein; the confectionery average is about 5 percent.

RECOMMENDATION XXII

Subject: Salt packaged for consumer use should all be iodized unless specifically labeled otherwise.

Government reaction: Accept.

Response: The Government reaction and comment is noted with approval.

RECOMMENDATION XXIII

Subject: Develop Government programs to assist food industry in promoting fortified foods for the poor.

Government reaction: Accept - Advisory.

Response: It is noted that HEW and USDA have been and are taking action to implement this recommendation and it is urged that further progress toward achieving these goals be made.

RECOMMENDATION XXIV

Subject: Government should establish permanent national nutritional surveys.

Government reaction: HEW–Accept; USDA–Accept-Administrative.

Response: It is noted with approval that both HEW and USDA are carrying forward programs to implement the panel recommendation and it is urged that these programs be accelerated to provide information needed to implement an effective national nutrition policy by both Government and the food industry. Continued cooperation between Government and industry toward this end is imperative.

Prompt publication of the results of these studies will be most helpful to those engaged in the field of nutrition education and will speed progress in this vital area.

RECOMMENDATION XXV

Subject: Industry provide technical assistance to low-income and minority enterprises.

Government reaction: Recommendation calls for action by private industry.

Response: Since the White House Conference, industry has increasingly recognized the needs of community – usually minority – economic development groups. Several companies have provided technical and marketing assistance to the Southern Cooperative Development Program, a black enterprise based in Louisiana and doing business over several Southern states. Financial assistance is also given through direct investment in minority enterprises and/or by directing business to them. Other companies make it possible for executives to supply management assistance and training.

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REVIEW OF THE RESULTS OF THE WHITE HOUSE CONFERENCE ON FOOD, NUTRITION, AND HEALTH

TUESDAY, MARCH 2, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Washington, D.C.

The committee met at 10:15 a.m., in room 3110, New Senate Office Building, Senator George McGovern presiding.

Present: Senators McGovern, Hart, Percy, Bellmon, and Schweiker.

Senator McGOVERN. The committee will be in order.

This morning we have Assistant Secretary of Agriculture Richard Lyng; Commissioner of the Food and Drug Administration, Dr. Charles Edwards; and HEW Special Assistant for Nutrition, Dr. Nathan Smith.

I am also pleased to welcome Mr. William Murphy of the Campbell Soup Co. who was scheduled to testify before the committee with some of his colleagues last week but was unable to be with us.

The general purpose of this set of hearings is to follow up the recent Williamsburg meeting on the White House Conference on Food, Nutrition, and Health. But a number of more recent events have convinced me that the real purpose of this hearing has actually been present over nearly a year of administration testimony and congressional effort. It resolves itself really to a single simple question, and that is the question of whether there is a meaningful national commitment to put an end to hunger in this country once and for all. The answer would be reflected in a variety of efforts. If the commitment is real, this morning's testimony should make that clear. It is not a question of numbers of programs or firm assurances of labeling nutrition a priority among the various Government agencies. It is really a question of results and whether we have a clear commitment to achieve an end to hunger.

Last week the committee saw pictures of a Colorado infant shriveled and swollen by the ravages of kwashiokor which was clear evidence, it was graphic and it demanded results. Those results should be apparent this morning if our commitment is to be more than words.

Let me just say that because Mr. Murphy's testimony properly belongs with the witnesses that we heard last week I hope our other witnesses will not mind if I call him first. I understand he has a rather brief statement. We would like to complete that as a part of the hearings that we held last week, and then we will move on to the administration statement.

STATEMENT OF WILLIAM BEVERLY MURPHY, PRESIDENT, CAMPBELL SOUP CO.

Mr. MURPHY. Thank you, Senator.

I have with me Mr. Carl Krieger, who is president of the Campbell Institute for Food Research. He is an outstanding nutrition scientist. On technical questions I may need a little help. He is here to render that assistance.

I wish to thank you for the invitation to appear before you to discuss the very important subject of the efforts of private industry to improve the nutrition of the American people.

In the time allotted I would like to discuss briefly four subjects which have a bearing on our Nation's food problems:

1. The ability of our country to feed itself for the foreseeable future.
2. The importance of sound nutrition.
3. Opportunities to improve the quality of customary foods.
4. A few of the activities we have been engaged in in promoting sound nutrition for the public generally and for the handicapped.

In previous correspondence with Senator McGovern I have reported on agricultural research work now being conducted by our company, which I shall mention again briefly for purposes of the record. Also, I would like to call to the attention of the committee five of the recommendations made by Panel III-I of the White House Conference made in December 1969. These include recommendations numbered 2, 3, 5, 6, and 14. I believe these are pertinent to these hearings and am submitting a copy as addenda to my remarks for the record.

THE ABILITY OF OUR COUNTRY TO FEED ITSELF FOR THE FORESEEABLE FUTURE

At last Wednesday's committee meeting there was considerable emphasis on the importance of substitute foods as the answer to our future nutrition problem.

I am strongly in favor of the development of foods that substitute for the traditional or customary foods for some of the long-term food needs of our country. I think the work done to date on soy-based textured proteins is great and should be carried forward with enthusiasm.

Paradoxically, there is no food supply requirement in our country for these foods now or for the foreseeable future, for this country has the capability to provide an adequate diet for every citizen with traditional foods for at least several decades. This conclusion is supported by the report of the National Advisory Commission on Food and Fiber published under the title of "Food and Fiber for the Future" in July 1967. Despite this favorable domestic supply there is a serious world food problem because of unrestrained population growth.

In the United States, crop production per acre has climbed by more than 50 percent in the last 20 years and is continuing to climb. This is being brought about through a combination of better plant varieties, better cultural practices, better disease and pest controls, and energetic farming. The family farm of medium size is the backbone of this great agricultural strength and is responsible for an overwhelming and growing part of total farm output.

Our problem is not food production but rather it is the financial ability of people to purchase foods and the knowledge as to what to buy for good nutrition.

We believe there should be a continuation of programs to develop foods that are substitutes for traditional foods—for many reasons—but mostly because eventually it is likely that the population can't be fed solely by traditional foods. The development of textured soy proteins, of protein synthesis from single cell organisms, and the development of high quality foods grown in sea water as well as in fresh water all hold promise. Also, there are huge areas in the world, especially in the tropics, where additional foods can be produced through proper attention to development efforts.

There is one view concerning substitute foods which we believe to be eminently sound. This was stated in recommendation No. 14 by panel III—I of the White House Conference. It stated:

> Where a new food purports to be a substitute for a traditional food it should be required to provide equivalent nutritive qualities. This should be determined not only by analytical methods but also where appropriate by feeding studies.

Or, to state this another way—a substitute food that is intended to duplicate a traditional food should duplicate the vital nutrient qualities unless it is to be termed a new food and not a substitute. To state that a substitute protein product has equal protein content quantity is not enough. It must have equal protein quality as well if it is to pose as a true substitute.

Incidentally, it is not a difficult matter for any large food company with a competent research and development staff to turn out large quantities of substitute foods. The necessary objective is to have substitute foods of proper quality.

IMPORTANCE OF SOUND NUTRITION

There is a widespread lack of knowledge as to what constitutes good nutrition. Also, there is much misinformation. Those of us in the food industry believe it is important to spread the knowledge and application of sound nutrition.

It would be in order to introduce a word of caution here. There is prevalent a tendency toward superficial nutrition information. For example, the values of protein vary widely. The protein content of a food can be good, fair, or poor, regardless of the total amount of protein, because protein quality depends on the proper balance of essential amino acids. All proteins are made up of combinations of some of the 22 amino acids. Eight of those 22 amino acids are termed essential and must be incorporated in food in the proper proportion for there to be good protein nutrition. These are called essential because the body does not make them from other materials. They must come from the outside. Unfortunately, many protein foods are deficient in one or more of the essential amino acids. Also, there is a wide range of trace minerals that are vital to the human system, not all of them determined and discovered and known yet. There are some 15 known vitamins and probably several undiscovered vitamins that are essential. Some fats are essential. In all, there are approximately 50 known essential nutrients.

This is why there is a need for caution in spreading nutrition information. We are likely to fall for panaceas that could do more harm than good. It is important that we do not go the route of superficial nutrition labeling. For such labeling to be sound, it is important to know that, while vitamins, for example, are essential, too much of certain vitamins can be harmful. I have seen cases of vitamin poison among several children in a hospital in Nashville, Tenn. There should be a measure of the quality of the protein as well as the amounts of the other essential nutrients.

Much of the nutrition information we hear and read discusses the chemical constituents of foods in terms of broad categories such as protein, carbohydrates, fats, and oils—giving the percentages of each. We hear very little about another vital food characteristic—namely, food acceptance. Those of us engaged in the food field know that texture, appearance, taste, aroma, and temperature are vital to food acceptance and that, unless the nervous system responds favorably, there cannot be favorable digestive system response. It is for this reason that as a food company we do our best to make foods that look good, smell good, taste good, and literally make the mouth water.

OPPORTUNITIES TO IMPROVE THE QUALITY OF CUSTOMARY FOODS

Among the most important customary foods of our country and much of the world are wheat, rice, beef, corn, poultry, fish, beans, and potatoes. Of these, only beef, poultry, and fish have well-balanced protein quality as well as quantity. The natural question arises as to whether, by genetic means, the other great foods—wheat, rice, corn, beans, and potatoes—might be brought to a higher level of protein quality and quantity, but especially quality.

We believe this is not only possible but that it can be done in a relatively short period of time—10 years or less—and by the expenditure of a relatively small amount of money—not over $10 million per year.

The rewards in terms of better nutrition for this achievement would be enormous. To have a bread, a tortilla, a rice dish, pork and beans with balanced essential amino acid content is a very real possibility if we choose to follow this eminently sound course.

For example, should we force some strange food with high nutrient quality upon a poorly educated Indian woman or a family, or would it be better if she could make her customary tortilla and bean paste from grains and seeds having balanced essential amino acid content?

If this is thought impractical, may I point out that this was one of the most important recommendations of Panel III–I of the White House Conference, and that this recommendation was read and endorsed by several of the top geneticists of the world as well as by the USDA.

As you probably know, improvement of corn through the discovery of Opaque–2 and Floury–2 genes has brought about the promise of substantial higher levels of protein quality of this important food. Although much remains to be done, there is little doubt that this is a very promising development in the interest of nutrition.

Now to just take a couple of minutes about things my company is doing on agricultural research, nutrition information, product values, and quality control:

Our company's product lines consist basically of traditional foods, made from high quality agricultural ingredients. For more than 35 years we have conducted an agricultural research program which has produced a large number of new varieties of food ingredients—all of which have been shared with others in the agricultural community.

Now in progress is a research investigation to determine if the nutrient content of a major staple—beans—can be improved through plant breeding. In some cases, the upgrading of a traditional food can be accomplished simply through fortification—but not always, because fortification by artificial means may produce a flavor or color change that is not desirable. Also, fortification may add to the cost of a product.

We therefore turned our attention to the possibility of genetically improving this low cost, widely used commodity—beans. As a major producer of a product called Pork & Beans which is widely consumed, we had found that beans generally have inadequate content of the essential amino acid, methionine, and also are short to some extent in the amino acids, tryptophan and cystine, but we found it difficult to fortify this without altering the flavor which has become so widely accepted.

After little more than a year of research on this, our staff has learned that by genetic work, the levels of methionine can be doubled and tripled. Further, it appears that the gene or genes that have to do with the development of available methionine are heritable. It is for this reason that we are of the opinion that there is a good chance that the protein efficiency of beans can be substantially improved.

It is our aim to develop varieties of beans that have a balanced amino acid content. Much work remains to be done. After obtaining a supply of beans developed with the proper amino acid content, there must be feeding studies to prove out the availability and efficience as a food, then there must be a broad genetics research program to transfer the favorable amino acid levels to the dozens and dozens of other kinds of beans—kidney beans, black beans, California pink beans, pinto beans, red beans, great northern beans, and dozens of others. The goal is to improve the nutrient quality of bean products which people are accustomed to using so they will not be deficient in any of the essential amino acids which are the vital components of protein foods.

Similar efforts, we understand, are being undertaken by the USDA and by several universities and foundations to upgrade the protein quality of corn, wheat, and rice. It is our belief that over the long term, it will be far easier and more satisfactory to bring nutritious food to people by upgrading the quality of food ingredients they now accept rather than to try to force on them special new foods which are designed as supplements. Obviously, this is a plan which also has great potential in underdeveloped, overpopulated countries where native resistance to food change is even stronger than here.

NUTRITION INFORMATION

For many years we have been conducting investigations to a balanced amino acid content. Much work remains to be done. After obtaining a supply of beans developed with the proper amino acid content, there must be feeding studies to prove out the availability and efficiency as a food, then there must be a broad genetic research program to transfer the favorable amino acid levels to the dozens and dozens of other kinds of beans—kidney beans, black beans, California pink beans, pinto beans, red beans, great northern beans, and dozens of others. The goal is to improve the nutrient quality of bean products which people are accustomed to using so they will not be deficient in any of the essential amino acids which are the vital components of protein foods.

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NUTRITION INFORMATION

For many years we have been conducting investigations to determine the nutritive composition of our products. This information has then been supplied to physicians, dietitians, educators, home economists, extension workers, and other professionals. Such information is also supplied to any consumer asking for it. To encourage people to use this information, it has been printed in a variety of convenient forms, samples of which are displayed here today.

"Nutritive Composition of Products," we have distributed 405,000 copies. "Sensible Plan for Weight Control," we have distributed 3,700,000 copies. These have been given quite wide distribution.

The company has also directed a portion of its advertising and information programs toward professional journals in the medical and dental fields. We are a sponsor of the magazine Nutrition Today, distributed free to 200,000 doctors, hospital administrators, and dietitians. It is the role of this publication to provide objective reports of new developments in the nutrition field to those professionals who need always to keep abreast of the times.

We also helped organize many years ago the Nutrition Foundation which supports nutrition research and the spread of sound nutrition information.

The Nation's approximately 15 million handicapped citizens also have posed special problems which are of concern to us. In particular, there has been insufficient information available to help the handicapped to choose foods which meet their needs and which they can prepare easily despite their handicaps. Most of these people cannot afford nurses or attendants. Some of them are tragically handicapped.

Because of this concern, the Campbell Soup fund has sponsored an investigation of the food problems of the aged and handicapped at the Institute of Rehabilitation Medicine of New York University Medical Center. Under the guidance of Dr. Howard K. Rusk, this research program led to the publication last year of the book titled "Mealtime Manual for the Aged and Handicapped," an authoritative guide to streamline kitchen tasks to help the elderly and disabled to lead more active, self-sufficient lives. This research work continues with the development of films and other material that will aid in spreading this information.

In other programs, our company has also published cookbooks for the blind—in braille—and for the visually handicapped—in large type. These have been distributed through the Volunteers Service to the Blind, Inc.

Recognizing that our advertising messages provide a unique opportunity to motivate the consumer to eat a balanced, nutritious diet, it has been our policy when showing our products as part of a meal to make certain that the foods shown comprise a nutritionally sound meal. If one were to count all the copies of magazines such advertisements have appeared in, and all the homes reached by such television commercials, the total number for 1970 alone would have been approximately 1,350 million. Obviously, this can be a potent force in stimulating good nutrition.

PRODUCT VALUES

In view of the fact that ability to purchase food is a primary requisite for an adequate diet, I should like to discuss briefly our views concerning product pricing.

In marketing our products we have found that the customer's satisfaction with product value is a major factor in that customer's decision to purchase the product a second and a third time, as well as in customer recommendation of a product to another consumer. The latter, what we call word-of-mouth advertising, we believe is the best form of advertising for a product and one that our company pursues diligently.

Despite the effects of inflation, the average price of Campbell's products has advanced only 11.1 percent in the past decade, compared to an advance of 31.1 percent for all foods generally, and an advance of 31.8 percent in the Consumer Price Index.

Another factor having much to do with the adequacy of our food supply is that of quality control during processing.

At Campbell, the quality control functions are performed by a technical administration department that is parallel to and independent of our production department. There are over 850 members of the quality control staff checking ingredients, processes, and finished products in Campbell's 17 major U.S. plants.

During 1970, this staff performed a total of more than 100,000 laboratory tests of ingredients and finished products. This is done to protect our ingredient supplies and to insure the quality of our food production. The importance of quality control cannot be overemphasized, since the success of all food processing and of our Nation's ability to feed itself is dependent entirely upon vigilant control of food quality.

In closing, I would like to emphasize that the problem of malnutrition in this country is complex and not confined to any income group or any segment of society. There is malnutrition through ignorance, through neglect, through poverty, through poor judgment, and through preference for poor diets.

The corrective attack on malnutrition must be brought about through widespread nutritional education, through improved family income, and through general improvements in the way people live.

There is no single panacea that can be expected to result in major improvements. The solution is many sided.

Thank you very much, Senator.

Senator McGovern. Thank you, Mr. Murphy. I think you have given the committee an excellent statement.

You may be able to help out on a matter that came up last week in our testimony on soy protein concentrates. The committee has heard references to these new products from time to time, but I think last week was the first time we had any hard estimates as to the cost of producing these products by a witness from Miles Laboratories. Can you give us your own estimate both as to the food value of these soy protein concentrates and also some idea of the production cost involved?

Mr. Murphy. Well, I am giving you an estimate now, Senator, because I do not have the figures with me. It is my belief that the textured protein based soy products if they have the same nutritive qualities of the foods they are supposed to replace—in other words, a product that is to be meatlike or cheeselike and is brought to the same nutritive quality as cheddar cheese or as to beef—its cost would not be favorable against the present price of a natural ingredient.

Now if you permitted a product to come through with 50 percent of the nutritive quality, for example, of the vital amino acids content and the other qualities you could have a lot lower cost product.

Senator McGovern. But you can't duplicate the food value with the nutritional qualities of a piece of beefsteak at any less cost than the consumer would pay for beefsteak?

Mr. Murphy. I don't believe so today, if you brought that nutritive value up to the level of beef. That is my point. Now eventually as the technology develops——

Senator McGovern. There are conflicting claims then, aren't there, on these textured soy products? Haven't some of the proponents claimed that you can produce a meat substitute of equal value at much less cost?

Mr. Murphy. Well, it is a question of what you decide as value. Is it just protein content or is it protein quality?

Senator McGovern. But you are saying to get the same quality and the same nutrients that there is very little cost advantage in going to these substitutes?

Mr. Murphy. We haven't seen it yet. But we think it will come. But it is going to take a lot more technical development.

Senator McGovern. So when you talk in your testimony then about this figure of $10 million being the figure that would be required to raise the nutritional content of some of the foods that are now being used as the kind of foods that are eaten in the developing countries that is a research and development cost; is that correct?

Mr. Murphy. That is $10 million a year, this estimate.

Senator McGovern. $10 million a year on research and development?

Mr. Murphy. That's right.

Senator McGovern. Has nothing to do with the cost of the product itself?

Mr. Murphy. No.

Senator McGovern. How would you want to see these products labeled? Should you say on the label of the package that it is a meat substitute?

Mr. Murphy. Only if it meets the nutritive qualities of meat.

Senator McGovern. But you have to be very careful then about the labeling——

Mr. Murphy. That's right.

Senator McGovern (continuing). To indicate that it has half the value of an equal amount of meat or something of that kind.

Mr. Murphy. Our Dr. Denton submitted a letter to the Food and Drug Administration raising two points. One is that if it is to be called a meat substitute it should have the same vital nutrient qualities. The second point was that there should not be a lower protein content. For instance, for a meatlike product the protein content was proposed to be 6 grams per 100 calories, whereas meat actually is 17 grams of protein per 100 calories. The question of labeling should be absolutely accurate so there is no question of misinforming the public.

Senator McGovern. I notice on page 3 of your statement you mention that there is much misinformation as to what constitutes good nutrition. Why do you think that exists? Who is responsible for that?

Mr. Murphy. Well, one of the witnesses last Wednesday outlined, I think, Pillsbury Co. made a survey on this. We have also made surveys. There's a lot of food faddists. There's an awful lot of misinformation about foods. You know, there are people that think seaweed or algae will perform miracles. I think our people in this country have always had fads and misinformation on foods, and I suppose it is because the startling things and the dramatic statement gets a lot of attention and just the good old homely truth isn't very newsworthy.

Senator McGovern. Who do you think should be responsible for correcting the misinformation, reducing the amount of it?

Mr. Murphy. I think it ought to be a combination of industry, of our educational institutions, and of the Government. Especially USDA and HEW.

I think there is only one dental school in North America that has a course in nutrition. I think there are very, very few, if any, medical schools in this country that have courses in nutrition. I think it is too bad, because what is taken into the body has an enormous effect on all the body systems.

Senator McGovern. Now you mentioned a rather impressive volume of informative materials that are put out by your company on diet and nutrition. I was curious to know whether those things are printed only in English or are they made available in foreign language to Mexican American groups and other minority groups.

Mr. Murphy. We have a lot of material printed in Spanish because we have a plant in Mexico. But I am sorry to say that—and you brought up a point that I think we should consider—this material is not in Spanish, and it should be. I think this mealtime manual for the handicapped ought to be in Spanish also. This is a good point, and we will take this up, Senator.

Senator McGovern. Well, thank you very much. We appreciate your testimony.

Senator Bellmon.

Senator Bellmon. Mr. Chairman, thank you very much. I was interested in Mr. Murphy's comments about the possibility of upgrading the nutritional quality of some of the staple foods through breeding. I thought when you first got on the subject you were talking about taking the pork out of pork and beans. What you are saying is that genetically it is possible to make beans become nutritionally complete. Is this what you are suggesting?

Mr. MURPHY. Well, to have a balanced protein content, so that they would be life sustaining from a protein standpoint.

Senator BELLMON. That beans alone could be——

Mr. MURPHY. Life sustaining. The same way with corn, the same with wheat. We believe this is perfectly possible, and I think everybody that is in the genetic field believes this is perfectly possible.

Senator BELLMON. You are saying if this happened there would be then no need to include animal protein in the diet?

Mr. MURPHY. No, that is another subject. It depends on the population, the food production of this country and the population of this country and of the world, I guess. I think eventually we are going to need to have many of these food sources that are not now used, just through the growth in population of the world. That is another subject. But the natural foods, the great natural foods of the world can be made to have a balanced protein content through genetic means.

Senator BELLMON. Do you feel that at the present time the rules or the regulations regarding nutrition labeling are adequate?

Mr. MURPHY. Well, Senator, this is one of the toughest subjects—you know, we have been puzzling over this. We would like to have accurate nutritional labeling on our products. We favor it strongly. There are 50 essential nutrients. People want to eat a variety of things. They are not computers. The housewife isn't a computer. It is going to be very difficult for her to add up everything on all the labels of everything she eats. I think this represents a problem that makes the chess game look easy.

One great fear we all have is that too much of a nutrient will be taken—you see too much of anything is a poison—too much air, too much water is a poison. We have conducted feeding experiments—lycine is absolutely essential to human survival. It is an amino acid. So is methionine. You can feed animals excessive quantities of methionine and kill them. You can feed excess quantities of vitamin A and poison people. Too much of anything is a poison. That is the definition of a poison. So the problem of getting a proper balance in the nutrients in the human diet is a really tough problem because on any single food you are going to have only certain nutrients. Now is the housewife going to add up the contents of everything she serves—everything she needs?

This is why we have tried to show what we call balanced meals in our advertising, why you show a glass of milk, a fruit, and maybe a bologna sandwich and tomato soup, so there is a balance of all the essential amino acids in that product. We try to educate people to eat balanced meals. They need the minerals, the vitamins, they need the amino acids, they need the fats and oils. Fats and oils, you have got to have them. Three different kinds you have to have—you have to have the saturated, the unsaturated, and the polyunsaturated. There is a whole range of minerals you have to have. So this is a tough problem.

Senator BELLMON. You make it sound so complicated that it sounds sort of futile.

Mr. MURPHY. No, I think there is great possibility for nutrition education, but I don't think the problem of nutrition labeling is very simple, very easy.

Senator **Bellmon**. Is it one that you would recommend additional government involvement in?

Mr. **Murphy**. I would like to see the HEW—they have turned over, I believe, to the National Academy of Sciences certain projects for nutrient labeling of certain products. We strongly favor this.

Senator **Bellmon**. What do you feel should be the Federal Government's role in dissemination of nutritional information?

Mr. **Murphy**. Well, there are three problems—the ability of people to buy food, the knowledge of what to buy, and the desire to buy the right foods. And we all know that some of our affluent friends' children are not well fed, eating the wrong things, too much of one thing, too much of another. We see this all the time in all income classes. I think there ought to be a concerted attack by industry, by our institutions, and by government on this whole problem. But I don't see that it is going to be licked in a hurry. I think it is a matter of attacking it constantly.

This country happens to be the best fed country in the world, I believe, maybe along with Japan, Belgium, Holland, Denmark, Sweden. And we have a plethora of food. We have tremendous quantities of food. We have all the nutritional foods that are required. How to get the desire to eat the proper foods and the knowledge of what to eat into the heads of people, I guess I am not competent to lay out a prescription.

Senator **Bellmon**. Well, have you had occasion to examine the kind of information that our Government puts out, for instance, along with this distribution of commodities or food stamps? Are we really doing anything to be helpful to our citizens, particularly our underprivileged citizens, to know what kind of foods they should be using?

Mr. **Murphy**. Well, I think the school meal programs may be one of the best ways to teach children what a balanced meal is; if they will eat it, put it before them. Some of them turn it down. And it is quite difficult, for example, to get the children of Boston in some neighborhoods to drink plain milk.

Senator **Bellmon**. That's all, Mr. Chairman.

Senator **McGovern**. Senator Hart.

Senator **Hart**. Mr. Murphy, I was impressed by your recital of the efforts that Campbell Soup is making to broaden the understanding, including information for those who are disadvantaged. It is all to the good. In the exchange here you have emphasized the importance of nutritional education. You cite all the problems of persuading us that it is good for us, and I take it you agree that it might be a wiser use of public monies to improve the quality of health if we put more funds into the nutritional effort than into creating new hospital beds, although those seem to be badly need. Do you share that attitude?

Mr. **Murphy**. I certainly think we would save a lot of money if we did.

Senator **Hart**. Well, then why doesn't the Government condition its grants to medical schools on their agreement to have courses in nutrition?

Mr. **Murphy**. It is a great idea, Senator Hart.

Senator **Hart**. You would support that condition on Federal money?

Mr. **Murphy**. Yes, I would. I would also like to see the U.S. Department of Agriculture design its programs for nutrition instead of in addition to aiding the farmers. There is a dual role there.

Senator HART. Well, to push on a point Senator Bellmon made, he asked about what the Federal Government was doing, should do, in food stamp and commodity distribution. You responded by saying you thought the school lunch program was sort of an object lesson to the children who wanted a nutritionally balanced diet. Let me push Senator Bellmon's question, why shouldn't the Federal Government include the distribution of a simple, factual, suggested balanced meal when it issues food stamps? Why doesn't it distribute that sort of information at commodity distribution points?

Mr. MURPHY. Well, I don't think I am competent to answer that question, Senator. I think Mr. Lyng probably could give a far better answer to that than I could. I am not familiar with the intricacies of the stamp program.

Senator HART. Unless there is some administrative impossibility, you would support the idea? How otherwise are they to learn?

Mr. MURPHY. If this could be done so as to advance the knowledge of what is good to eat, what is a balanced meal, I think it would be a great thing to do. I am not sufficiently familiar with the intricacies of the food stamp program to know what the problems are.

Senator HART. But unless there is a mechanical, in-house problem, you would incline to agree it would make sense to include that kind of pamphlet?

Mr. MURPHY. I think it would. I would also like to say that it should not be oversimplified. You know, there's a thing called basic four foods. But it isn't a basic four because it isn't complete nutrition. We use this in our advertising, the basic four foods. Each of the basic four foods, below it we put "eat several from each group each day." This originally was a basic nine, and that was too many for people to remember. So then we figured out a basic seven, and then Dr. Stare of Harvard figured out that seven was too many for people to remember, so we went to four. This is what I call a simplistic approach, you know. So whenever we use that symbol of "eat the basic four foods" we put below it "eat several from each group each day." The simplistic thing—when you are dealing with 50 essential nutrients it is pretty difficult to be very simple.

Senator HART. Thank you, Mr. Chairman.

Senator McGOVERN. Thank you, Mr. Murphy.

Secretary Lyng and Commissioner Edwards and your associates, maybe if you could come as a panel this would save time, and I think it would also give us a better chance to get at the questions the committee is concerned about.

Mr. Secretary, I think we will start with you, and you can either summarize your statement or read it, as you see fit. And then perhaps we can move on to Commissioner Edwards and take whatever statement he would like to make, and then we will get into the questioning of the administration people as a group, if that is agreeable with you.

Mr. LYNG. That is perfectly agreeable to me. Is it agreeable with you, Dr. Edwards?

Dr. EDWARDS. Yes.

STATEMENT OF RICHARD LYNG, ASSISTANT SECRETARY, U.S. DEPARTMENT OF AGRICULTURE

Mr. LYNG. Mr. Chairman, members of the committee, I have a very brief statement. I think I can read it about as quickly as I can summarize it, perhaps quicker.

Senator McGOVERN. Fine.

Mr. LYNG. It has been my pleasure to appear before this committee several times. Only last June 19 I was permitted to review here the accomplishments of the Food and Nutrition Service of the Department of Agriculture. Members of the committee are well informed about our programs. I will, therefore, make my statement quite brief. I will update some of our data, comment on program changes, and try to answer any questions members of the committee may have. In condensing my testimony in the interests of time, I will highlight only a few of many far-reaching and impressive developments in our major food assistance programs.

It is appropriate to review these highlights within a broader frame of reference that includes:

> President Nixon's landmark message on hunger of May 1969 in which he committed this administration to undertaking a massive effort to eliminate hunger and malnutrition in America for all time;
>
> Creation of a Food and Nutrition Service which since its inception in August of 1969, has had primary responsibility for Federal level administration of our feeding assistance programs and the development of a strong and effective system for actual program operations at Federal, State, and local levels.
>
> The White House Conference on Food Nutrition and Health which has made invaluable contributions and stimulated a new level of nutritional awareness throughout this land.

Much has been accomplished in ending hunger in America during the past year. A year ago, there were:

> 7.7 million people under our family feeding program;
> 2,756 project areas with a family program;
> 4.5 million children receiving free or reduced price lunches.

In January 1971, there were:

> 13.6 million people served by our family assistance programs;
> 3,098 areas with a family program;
> 6.4 million children receiving free or reduced price lunches.

At the present time, only 10 counties and independent cities are without a family feeding program and without immediate plans to begin one. The food stamp program has been liberalized so that benefits per person are twice as large as a year ago. The commodity distribution program has also been improved. Expansion of this program into new areas and additional participation in existing areas has held overall participation about stable, despite the transfer of New York City and several other areas to the food stamp program.

The supplemental food program now reaches over 190,000 expectant mothers, infants, and their mothers, more than double that of a year ago. A pilot food certificate program was implemented in February 1970 and is operating in five areas reaching 12,000 people.

The school breakfast program now reaches over 700,000 children, twice that of a year earlier. The special food service program now provides food to over 130,000 children on a year-round basis, double that a year earlier. Last summer, an additional 440,000 children were reached in the special summer feeding program.

This is a record of dramatic achievement. It is not always clearly understood that the establishment of effective delivery systems for massive Government programs such as these in a complex, difficult administrative assignment. I would like to recognize here today the tens of thousands of dedicated Federal, State, and local government employees who have labored hard and with great dedication to move these programs along quickly and effectively. We all must recognize that simply passing a law or appropriating large sums of money does not automatically guarantee prompt, effective action. School lunch cafeterias, city and county school and welfare offices, State departments of education and public welfare, and the offices of USDA's Food and Nutrition Service have, in the past year, exemplified a truly magnificient cooperative governmental effort to fulfill President Nixon's commitment in his historic hunger message.

In applauding these many Government workers I do not wish to minimize in any way the major role in this effort of the members of this committee or of the Congress.

While acknowledging that much has been done, witnesses before this committee in recent days have expressed strong feelings of impatience, dismay, and even despair at the imperfections of our accomplishments. Government at all levels has been chastised and criticized. In my opinion, some of this criticism is unfair, some inaccurate, and some is based upon faulty or incomplete data.

We acknowledge that, despite our accomplishments, much remains to be done. We do not question the sincerity of our critics. It is entirely appropriate to be impatient when one sees anyone—man, woman, or child—continuing to suffer from poverty-caused hunger and malnutrition. But I am anxious that such criticism, aimed frequently at a minority of ineffective governmental agencies, does not demoralize or adversely affect the motivation of the vast majority of those devoting their lives to this great mission.

Surely much does remain to be done in putting an end to malnutrition in America. Although family feeding programs nearly blanket the country, not all people have equal access to the programs. The quality must be improved. They must be better coordinated to do the job intended, and duplication must be avoided to prevent waste and inequitable treatment.

Although the number of children reached with free or reduced price lunches is up by one-fourth, the number of total children served is up only 6 percent. There are still about 23,000 schools without programs.

As we look ahead, a host of critical and interrelated factors will determine the progress we record. And, in this regard, let me direct attention to the areas of Federal assistance.

Federal funding for these programs has been increased very significantly. Action by the Congress to provide necessary Federal financial support is, of course, the basis upon which it has been possible to improve the programs and to reach additional needy people.

In total, the proposed 1972 funding level is $3.3 billion. This is double that of fiscal year 1970 and exceeds the 1969 level by $2.1 billion.

The 1972 level includes $1 billion for child nutrition programs compared with $622 million in 1969. It proposes $2 billion for food stamps as compared with $250 million in 1969. Also, commodity distribution to needy families at an estimated $326 million shows growth over 1969 despite significant expansion in the food stamp program.

Our primary concern is still one of providing food assistance program benefits to the greatest number of eligible needy—to those individuals who do not yet enjoy a healthful diet and for whom our food assistance programs are designed.

As we move ahead in the full implementation of recently enacted legislation that amends both the Food Stamp Act and the National School Lunch Act, we shall witness even greater increases in program participation.

As we have moved quickly to help needy people solve their nutritional problems, we have lagged somewhat behind in developing a vigilance to see that these programs are not abused by the undeserving. It will be our clear purpose as we implement the food stamp amendments to demand proper administration of the program.

We are determined to purge from the roles the unscrupulous few who have found ways to "beat the system." Fraudulent claims upon programs by those who are ineligible are far more than a simple stealing of the taxpayers' money. They are, in effect, a theft of food from the mouths of those needy people for whom the programs were intended.

We are drafting regulations under the food stamp amendments which will implement the work requirement provisions. Those who are able to work and for whom work or job training is available will be expected to do so if they wish to continue to receive assistance.

Dr. Jean Mayer, Chairman of the White House Conference on Food, Nutrition, and Health, aptly reiterated that progress had been achieved when he recently said, "Under the leadership of a President who was the first to make 'the elimination of hunger in America for all time' a national goal, with the help of a Congress inspired and prodded by the debates of the members of the bipartisan Senate Committee on Nutrition and Human Needs, and through the handwork of two devoted and hardworking Secretaries of Agriculture and HEW, the country has made more progress in the fight against hunger in the year since the White House Conference than it had in the 25 years since the end of World War II. And yet at the same time, facts keep on reminding us that the millenium has not arrived and that there is still a lot to do to help people who somehow fall between the cracks of existing progress."

I cannot add much to that statement except to say that those of us who have been given Federal responsibilities to carry out these programs are moving forward with energy, enthusiasm, and dedication.

On behalf of Secretary Hardin I express our gratitude to the committee for your continued interest in the drive to eliminate hunger and malnutrition. Thank you, too, for the opportunity to appear here today.

Mr. Chairman, I have three charts which I think graphically describe the statistics which I have given. It will take me about a minute if I could just show them to you.

The first chart shows blocks for a period of 5 years. The year on the far right is the coming fiscal year. The red figures indicate child nutrition programs double during this period. The set of blocks represent about a tenfold increase. The bottom orange block is the commodity distribution programs, and while they have been relatively level in recent years, there is about 150-percent gain during that 5-year period. So that all of the programs have had a tremendous gain in Federal funding during this period.

Our children receiving free or reduced price lunches have changed from two and a half million in January of 1968 to 6.4 million in January of 1971.

The third chart shows a decade of food assistance, the green figures showing the total numbers of people on food assistance, and I think this typifies the very dramatic change that has taken place recently. Actually there was quite a jump from the 3.7 million in 1960–61, and then a falling off gradually until about 1966 or 1967 it started to move up again, and then in the last 2 years a very spectacular gain, mostly due to the yellow bar which is food stamps. A decline took place during the 1960's and commodities and food stamp program started up.

This concludes my testimony, Mr. Chairman.

Senator McGOVERN. Thank you very much, Mr. Secretary.

I note your comment, and I appreciate it, with reference to the criticism that is sometimes directed at the work of people in your department and elsewhere in the Government. I want to remind you that I said as the chairman of this committee at the end of 1969 that I thought it was in the food assistance field where this administration has the most impressive single record of achievement anywhere on the social and economic front, and I would like to repeat that again today.

Looking back over the last 2 years I don't know of any place in the Federal Government where we have made such dramatic progress on the human front as we have in the food assistance field, and I personally give you a lot of the credit for what has been accomplished.

But having said that, wouldn't you agree that this committee—and I think this represents the majority view of the committee—has been right in continuing to keep the pressure on and offering criticism until we reach the rest of these hungry people who are still outside of the scope of the program? What I am getting at, isn't part of the success we have had the fact that there has been sharp criticism and that the committee has continued to press our officials in the Government, recognizing great progress has been made, and I am very much impressed with it, that we still need to finish that job and not get just half way to the goal of wiping out hunger in the United States?

Dr. LYNG. Yes, Mr. Chairman, I tried to get the sense of that into the statement that I made. But I surely do agree, yes.

Senator McGovern. All right, then let's go on to Dr. Edwards. Then we will come back for more specific questioning. If this is agreeable we will hear the other witnesses and then direct our questions?

Senator Percy. However, I wouldn't want the very great comment of the chairman to pass unnoticed. I remember very well his saying a year ago that he has not seen the administration set to rest at all on past laurels, that a magnificent job has been done. Since then, I have reminded him of this comment several times so he wouldn't forget it. But like labor negotiations, it is always what have you done for me lately.

We are the advocates of the poor, the malnourished, and until such time as the job is finished we won't be satisfied. However, I think tremendous progress has been made, and it is very typical of our chairman to point it out at these hearings.

Senator McGovern. Dr. Edwards, we will be glad to hear from you.

Dr. Edwards. Thank you very much, Mr. Chairman, members of the committee.

Senator Percy. I would also like to welcome my neighbor from the next village. We are delighted to have you here.

STATEMENT OF DR. CHARLES C. EDWARDS, COMMISSIONER, FOOD AND DRUG ADMINISTRATION

Dr. Edwards. I appreciate the opportunity to appear before you this morning representing Secretary Richardson. I would like to read a statement that we have prepared.

We appreciate your invitation to discuss the activities which have resulted since the original White House Conference on Food, Nutrition, and Health held in December 1969, and to report to you on the Williamsburg followup conference.

I would like, Mr. Chairman, first to introduce my colleagues. On my immediate right, Dr. Virgil Wodicka, who is Director of the Bureau of Foods, Food and Drug Administration. Next is Dr. Nathan Smith, who is Special Assistant for Nutrition, Office of the Assistant Secretary for Health and Scientific Affairs. Next is Mr. Dick Hays, who is the Assistant Commissioner for Special Concerns in the Office of Education. And last is Dr. David Sencer, who is the Director of the National Center for Disease Control, Atlanta, Ga.

Let me first commend this committee for the role it has played in bringing the nutrition problems of this country to the attention of the American people. The Department looks forward to cooperating with you in efforts aimed at improving the Nation's nutritional health.

First of all, let me state that today's nutritional problems are relatively new problems, resulting from the continuous, rapid change in our environment and life styles.

I would like to emphasize that recent data developed by the department document the fact that nutrition related health problems involve all educational and economic segments of our society. These problems have resulted from the increasing urbanization of the Nation's poor which has removed large numbers of people from rural food producing environments and made them completely dependent upon the commercial distribution of food. The striking decrease in physical activity and energy expenditure in all segments of our society has led to progressive decreases in total food intake with a resultant increase in the need for diets of higher nutritional quality. There is, in addition, a general lack of public knowledge in matters of health, nutrition, and fitness maintenance.

The testimony before this committee has clearly documented, and our 10-State nutrition survey is confirming, that poverty may frequently be a basic cause of malnutrition in the United States. Millions of Americans of all ages and in all parts of the Nation simply do not have enough money to buy the food they need in order to live healthy, productive lives.

The nutritional deficiencies commonly encountered in impoverished families cannot be isolated from the other devastating handicaps of being poor. Thus, the administration has advanced several proposals to deal with the basic economic origins of poverty. It is our firm belief that this is the most effective, and essential first step, to meeting the nutritional needs of the poor.

The family assistance welfare reform plan which has been introduced in the 92d Congress, contains essential elements of welfare reform and provides a solid foundation upon which to build a meaningful attack on poverty.

The administration has proposed that social security payments, which now reach over 26 million Americans, be raised automatically with cost-of-living increases. In addition, a 6-percent general increase in benefits has been recommended to take into account the increase in prices which has occurred since the last benefit increase.

The 1969 Tax Reform Act provides for a low-income allowance which will free approximately 6 million with incomes below the poverty level from paying Federal income taxes. Another 8 million persons with incomes slightly above poverty levels will enjoy reduced tax burdens.

In his recent health message to the Congress, the President proposed implementing a family health insurance plan. Basic health insurance protection would be provided under this plan to all families with children having incomes less than $5,000 for a family of four. In addition, it was proposed that funds be made available which will make possible the establishment of health maintenance organizations in underserved areas with high concentrations of low-income families. The Department is currently funding pilot studies which will define how preventative nutrition services can best be provided within the setting of the health maintenance organizations.

These actions and proposals have been directed at bringing low-income families into the mainstream of health and nutrition services, and making it possible for them to provide for their nutritional needs in the marketplace. The following actions that have been taken in the Department of Health, Education, and Welfare to implement the major recommendations of the White House conference should bring benefits to all citizens.

The position of Special Assistant for Nutrition was established in the Office of the Assistant Secretary for Health and Scientific Affairs. Dr. Nathan Smith, who is with us today, has responsibility for departmentwide coordination of nutrition activities carried on by all of our agencies.

The nutrition program, formerly a part of the regional medical program service, has been transferred to the National Center for Disease Control. The Center is currently supporting 22 community nutrition demonstration projects in high-risk population groups. These programs all have active participation by the people from the communities they serve.

In addition, CDC has assumed responsibility for the data processing of the 10-State nutrition survey. Definitive interpretation of these data will be provided by the Food and Nutrition Board of the National Research Council and by a subcommittee of the American Academy of Pediatrics' Nutrition Committee. The results of the deliberations of these groups will be released at the earliest possible date.

The experience of the past few years has clearly indicated the need for continuing critical surveillance of the nutritional health of the American people. The Department has developed, during the past year, a health and nutrition evaluation study designed to provide information about nutritional status of the Nation's population on a regular and continuing basis. This study is under the direction of the National Center for Health Statistics. The laboratory support is provided in new nutrition laboratory facilities at the Center for Disease Control.

The Office of Education is currently sponsoring eight pilot projects to demonstrate creative ways to link existing school and community health resources to more adequately meet the multiple needs of disadvantaged children. These programs are aimed at providing a broad range of physical health, mental health, and nutrition services in keeping with the critical interrelationships of fitness and health with nutrition.

All of us are aware of the rapidly changing nature of our food supply. Therefore, there is an appropriate increasing concern for the composition and nutritional quality of the food we eat. Many conference recommendations dealt with these issues, and the Food and Drug Administration has been very active, over the past year, in aggressively expanding and strengthening its food and nutrition programs.

Nutritional guidelines are being established for certain food classes under a contract with the National Academy of Sciences. The food classes will include the major foods that are commonly used by the American people as principal sources of nutrients.

Preliminary work in developing useful systems of labeling food has been initiated by the Food and Drug Administration. Three imaginative labeling proposals are now undergoing testing in the field by the Consumer Research Institute.

A complete review of the GRAS list (generally recognized as safe) is being undertaken and will define the safety, appropriate use, and concentrations of certain substances in food.

Further efforts to assure a safe food supply are concerned with the development of a system for the improved microbiological testing of foods. New Laboratory methodology is being developed and standardized. The training of laboratory personnel in these new methods will be provided by FDA to all State, local and private testing laboratories.

Extensive laboratory facilities at Pine Bluff, Ark., have recently been made available to the FDA. The necessary revisions of these laboratories is currently in progress so that by the end of this year, greatly expanded programs will be active in detecting and monitoring the levels of a broad range of food additives and contaminants.

The research efforts supported by the Department in the nutrition area have been particularly rewarding and certain critical areas will receive increasing support in the future. Of considerable interest are the findings in a series of research projects concerned with the relationship of nutrition to the mental and physical development of children. There are more than 25 specific research projects in this area that are funded at the level of $2.7 million. They deal with such diverse aspects of the subject as the effect of malnutrition in pregnancy, on the number of brain cells in the newborn infant, to the critical study of social development after malnutrition in infancy. The reversible, but serious, effects on learning of moderately severe undernutrition are being documented. As many as 30 to 40 percent of some primary school populations in this country may be involved with these nutritionally related learning handicaps. Equally important and promising are research efforts that will provide information needed to combat the problems of diet and heart disease, obesity and iron deficiency.

The Williamsburg conference, the followup meeting to the White House Conference, was a working meeting of panel leaders to review and evaluate the activities resulting from their original recommendations.

My statement states I have a copy of the conference report. I do not have this, Mr. Chairman. It will be provided to the committee some time this week, if that is agreeable.

Dr. EDWARDS. I'd like to thank you if I might for the opportunity to appear before you. Speaking for Secretary Richardson, we pledge the support of Health, Education, and Welfare in a continued attack on the problems and priorities which have been highlighted not only by the participants of the White House Conference, but by you and members of your committee. Thank you very much.

Senator McGOVERN. Thank you, Dr. Edwards.

Now to go back, Secretary Lyng, to a couple of questions for you.

We have a letter that came to me recently from the director of the Massachusetts school food service program, and I would like to read pertinent parts of it because it may be the kind of problem that extends to other States as well as Massachusetts and I was somewhat puzzled as to how to answer it.

But the letter comes from the director of the Massachusetts school food services program, and he says this:

> The Agriculture Department regulation requiring 12 cents to be paid from Section Four funds on each free lunch before the thirty-cent payment from Section Eleven, or Section Thirty-Two funds can be exceeded, makes it impossible to reach all needy children.

And then he goes on to add:

> In Massachusetts, the statewide average cost of the Type A lunch is approximately fifty-five cents. Section Four funds available at this time will only permit an average payment of five cents per lunch on both paid and free lunches. Therefore, the maximum payment we can make the schools on free lunches from Federal funds is thirty-five cents. This represents a deficit on each lunch of twenty cents.

Then he makes his own interpretation. He says:

> We believe that on the basis and intent of Public Law 9124(a) that the Department of Agriculture is exceeding its authority when they require states to exceed the average payment possible from available section 4 funds.

> It appears to have been the intent of Congress to cover the additional cost of providing free or reduced price lunches to children unable to pay the full cost from Section 11 or 32 funds or a combination of both, and that Congress did not intend to limit the reimbursement to schools for children unable to meet the full cost to a partial reimbursement which would result in a deficit to all schools on each lunch served free.
>
> This regulation appears to be a means of limiting the disbursement of funds rather than providing states with flexibility in the administration of the available funds so as to carry out the intent of Public Law 9124(a).

And then he asks for my assistance in doing something about this.

Can you comment on that problem?

Mr. Lyng. Yes, Mr. Chairman. I was derelict earlier in not introducing the gentleman to my left. He is Ed Hekman, Administrator of the Food and Nutrition Service.

This question, in a general way, is one having to do with the requirements of the law and our system of funding. The question involved is whether or not it was the intention of Congress that the Federal Government would pay the total cost of the free and reduced price lunches, and at the same time maintain the amount of money that some school districts have been paying for all lunches to needy children, as well as others.

In other words, to achieve national uniformity, we established a level at which free and reduced price lunches must be given consideration, even if this meant taking money from the affluent.

It is true that this is causing some difficulty to some school districts where they did not have what we would have determined an adequate free and reduced price lunch policy, and yet we do not believe that it was the intent of the Congress and we don't have sufficient funds available to pay the total cost of free and reduced price lunches. This is a cooperative program—as a matter of fact, our attorneys tell us the legislative intent is quite clear—between the States, the school districts, and the Federal Government.

And we also believe that there should be a heavy movement of school lunch funds in the direction of the needy. We'd be happy, Mr. Chairman, to provide a more detailed response to that letter, and submit to you and send copies to the members of the committee, or submit it for the record.

Senator McGovern. Is it your impression, Mr. Secretary, that this Massachusetts case is an isolated one or would you tend to think that other States are faced with the same kind of problem?

Mr. Lyng. I know for a fact that many other States are concerned about the same kind of problem.

Senator McGovern. Well, I think additional information would be helpful to us. If you could set forth the Department's interpretation on this, maybe we could send down a copy of this letter.

Mr. Lyng. Please do, and we will get prompt response to the committee, and to you, of course.

Senator McGovern. Mr. Lyng, what does the Department do with reference to the use of the media in trying to inform poor people of the existence of these food assistance programs? The food stamp program, the commodity distribution and school lunch programs? Do you have a program of that kind to acquaint people with the availability of this assistance?

Mr. LYNG. Yes, we have a very extensive and elaborate program, Mr. Chairman, with a number of different techniques. We have used television. We have television tapes that we provide to most of the television studios of the Nation. They use them as public service announcements.

RADIO

We have used radio shows. We have information offices scattered throughout the country where food and nutrition information people are in constant touch with the media. We have of course our 7,000 nutrition aides working through the Extension Service throughout the country who are also involved in local communities with the local media.

And we have a large number of publications in both English and Spanish aimed at explaining the benefits of the program, as well as particularly the problem of nutrition.

Secretary Hardin, who as you know is a well-known educational leader, claims that the 7,000 extension nutrition aides, who are poor people hired from among the poor, are perhaps one of the most successful adult education programs that has ever been tried in this country.

Senator McGOVERN. Just one additional question. The food stamp program, that is the bonus system, is operating as you know on the economy diet. That figures out to about 29 cents per meal.

I think it's clear that it is difficult for anybody to pull together an adequate meal at that expenditure. And recently the Secretary of Agriculture, as I understand it, has expressed an indication that food prices may go even higher.

If that happens, can we expect to see the Department adjust its food stamp bonus levels to take into consideration the mounting cost of food?

Mr. LYNG. Yes, Mr. Chairman, the food stamp legislation which the Congress approved and the President signed, the new food stamp amendments, provide that the secretary will maintain the economy diet, so that as food costs go up—not on a monthly basis, because of administrative complications—but periodically, the total amount of food stamps would increase.

Senator McGOVERN. Do you really think that a family can live on that economy diet, that is an adequate diet to meet the nutritional needs of people?

Mr. LYNG. It can be done, Mr. Chairman, but it's not easy. It's a tough problem to get along on that. The amazing thing is how many people were getting along on such a substantially lower amount for so long.

But that is not to say that it's easy, to get by on $106 for a family of four, in food stamps; it's certainly not.

Senator PERCY. Because of Mr. Murphy's testimony this morning, I will be limited in my questions. Mr. Cook of General Foods accused the Food and Drug Administration of using bureaucratic obstacles and its food standards to block innovations in the development of fortified foods. He mentioned specifically a soybean-macaroni product. Dr. Edwards, would you care to comment on these comments of Tex Cook?

Dr. Edwards. Yes; as a matter of fact, Mr. Cook is a very close friend of mine, and we have discussed this particular subject, needless to say.

I might add, in regard to the particular products that he was discussing, the proposed standards of identity for this product are on display at the Federal Register office today. So this has been taken care of.

Actually, disagreement between Mr. Cook and the FDA and the Department of Agriculture on this particular product was not that we in any way disagreed that it was an excellent source of protein, because it in fact is.

The disagreement we had, and I think Mr. Murphy brought this out this morning, we did not believe this could be used as a substitute for meat. We aren't arguing the protein content. The point was that we did not think it should be offered as a substitute for meat.

We have gotten that straightened out, and we are publishing the proposed standard of identity for it.

This brings up a point, that it is easy to blame the bureaucracy for delaying some of these things that are taken up by FDA. But I think we are entering into a new field, the processed foods and fabricated foods, and I think the FDA has a tremendous responsibility in this new area, in which scientific knowledge is still quite skimpy.

I think we have a real responsibility to be sure of the steps we take. And sometimes these rather deliberate and cautious steps are taken by industry and others as being bureaucratic, where in fact they are scientific in origin as far as we are concerned.

Senator Percy. Dr. Edwards, I think that FDA has made quite a remarkable change in philosophy and policy under your direction. Could you give us some of the steps that have been taken by yourself and the administration in working with the food industry in making its products more nutritional and in advising shoppers of the nutritional value included in the product?

By the way, I was pleased by the candor of Dr. Cook when he admitted that revelations made about the low nutritional value of cereals were true. This shocked such eaters of shredded wheat as myself, who all these years have felt that there must be some virtue in a dry product and found it was only 9th out of 50 in nutritional values. But it was corrected later, I believe.

Getting back to my original question, what are you doing in working with the food industry—some of the most public-spirited people in American industry and, I believe, exceedingly cooperative? What steps are being taken to increase the nutritional value, at the same time making it more apparent to the housewife and shopper, of such products as breakfast cereals?

Dr. Edwards. I certainly agree with what you said, Senator. I think the food industry in this country has been, as far as we are concerned, this current administration in FDA, has been a very responsible industry, and we have enjoyed some meaningful relations with them.

We began about a year ago, shortly after we took over the Food and Drug Administration, to periodically sit down with the industry and to make plans or develop plans as to how we could attack some of our mutual problems.

And I think it's important to emphasize mutual problems, because in my judgment we cannot do this job alone at FDA. We have to take advantage—I used that word advisedly—of the responsible elements in the industries that we regulate to move forward toward providing the kinds of consumer protection that are so necessary.

We sat down initially with the food industry to talk about nutritional labeling, which we feel if done correctly, is very important. We worked out a rather meaningful plan I think, as I mentioned in my statement. We are now going forward with market analysis, if you will, of three different methods for developing this nutritional labeling.

We feel strongly that this is a very difficult subject to come to grips with, but over a period of time we have a responsibility to provide for the consumer meaningful nutritional labeling, meaningful not just to the sophisticated buyer but also the buyer in the lower income groups.

We have also worked very closely with the food industry regarding our contract with the National Academy of Sciences for the development of nutritional guidelines for certain classes of foods. This is moving along well. The National Academy is providing us with guidelines on certain complete dinners and certain main dishes.

We are then going to move in the direction of developing nutritional guidelines for cereals and certain fruit drinks.

We think both of these are important steps in the right direction of providing better information to the consumer and more meaningful standards.

These are the main things, but the important point is we are working closely with the industry to provide these improved nutritional guidelines both for Government and for industry, but primarily for the consumer.

Senator Percy. Last week, Dr. James P. Carter classified Dr. Nathan Smith's position as a P.R. post for the administration. For the record, I wonder if Dr. Smith would clarify in just a few words his role, responsibilities, and the priorities of his office.

Dr. Smith. Having known Dr. Carter well and professionally for some years, and he knowing me, I must say I was somewhat surprised he would think, by the farthest stretch of the imagination, that I would be very well received into a public relations position.

However, I do appreciate the opportunity to define as we see it the role of the new office that has been created within the Department of Health, Education, and Welfare, in response to recommendations of the White House conference.

We see our role as a coordinating one and the focal point for information for people within and without Government, dealing with the nutrition problems and programs within the Department.

The office is satisfied with a small professional staff; three people at the moment. We depend on program staff throughout the Department. We feel this arrangement enhances communications and coordination of activities by our office.

We are finding this a rewarding experience, and feel that the office is making a contribution to the overall operation of the Department.

Senator Percy. Dr. Lyng, USDA and HEW have both promised a simplified certification procedure in line with the new food stamps law. There has been some delay and some criticism because of the delay.

Could you explain what the problems are and estimate when the new procedures will be worked out and implemented?

Mr. **Lyng.** Senator Percy, we probably are deserving of criticism inasmuch as last September I did announce we would be coming up with simplified certification very soon, and we have not done so.

What has happened is that in working with the Department of Health, Education, and Welfare, and in connection with the legislation for family assistance, where the administration of both the food stamps and family assistance would be centralized, we have been delayed in formulating a program primarily because we haven't had the legislative success that was anticipated at that time, as you perhaps understand.

The problems of simplified certification during this interval have become more complex. Samples of simplified certification in communities where it was being used on welfare have found some very grave deficiencies.

And so we are delaying for two reasons. One, to see what action the Congress takes in terms of family assistance program, and second, because we are participating in the review of certification procedures with HEW, and with family assistance staff people in HEW, to try and determine the best ways of simplified certification.

It's a complex problem, particularly where the criteria eligibility is income.

Senator **Percy.** Mr. Chairman, I missed the testimony of Mr. Murphy of Campbell Soup, because I had an Appropriations Committee briefing on Laos this morning. Also, I thought he would be testifying later in the morning. I would like very much to call him back and ask him a question or two—perhaps right from your seat, Mr. Murphy.

First, I am delighted that you are here, and would like to draw upon your expertise in the field on three areas.

A year ago, Margaret Mead deeply impressed me in a conversation I had with her when she came in to testify—maybe 2 years ago—by saying that nutritional knowledge in this country has been on a steady decline ever since World War II, when we were very knowledgeable and conscious as a people about nutritional values in foods and took this into account in our shopping habits. It seems we now know less each year about nutrition than the previous year.

I would like to ask you first, what do you think can be done about better nutritional labeling of food products; second, what do you think the private sector, industry, can do to improve the dissemination of information about nutritional values; and third, what do you look upon as the responsibility of government in this very important field?

Mr. **Murphy.** Senator Percy, I will have to try to answer these—these are massive questions, especially the latter part.

As to Margaret Mead's statement about the steady decline in nutritional knowledge, we know that there has been an increase in consumption in certain food components. There has been an increase in carbohydrates, fats, that we regard as—whether this is due to knowledge or whether it is due to preference—I happen to feel it is a preference.

I don't think we have a good index of the degree of nutritional knowledge. I happen to feel that there is a tremendous lack of nutritional knowledge among a large number of people, but I also feel with affluence there may be a tendency for poor eating. It's not limited just to the lack of food. It's lack of proper choice of food that makes for malnutrition.

I don't know of the existence of any good sound data on this subject. Margaret Mead—I think that is her opinion.

Now a matter of better nutrient labeling of foods came up in the questioning following my statement, and I said we favored very strongly, but we also wanted to caution that we wanted accurate labeling, not oversimplified labeling, so that people were not misled. And I made a strong plea for accurate labeling.

Senator PERCY. Is it possible to have accurate and understandable labeling so the consumers don't have to be chemists?

Mr. MURPHY. This is tougher than a chess game. There are 50 essential nutrients. We cannot expect the housewife to be a computer and to keep track of everything she uses and add up all the essential amino acids and trace minerals and all the 15 vitamins and all the various kinds of fats and come out and have a balanced diet for a week for a family. You can't do that.

But what we can do is say to her, look, give your family a serving of yellow vegetable, and a green vegetable every day. And give your family a serving of poultry, meat, fish, once a day. Don't go overboard on fat; don't go overboard on starches, carbohydrates, sugars. And buy enriched bread.

These are the things you can say that make sense to her; that she understands. If she understands that it's important that there be iodized salt in her diet—unless she is allergic to iodine, as my wife is, incidentally—but in the main it should be iodized salt. This is a trace mineral. It's important for prevention of goiter.

These are the things the housewife understands. We can't talk to her as a chemist, but as a person that buys food. This is the way we must get better nutritional information out.

And the question of nutrient labeling—I think I made the statement that it is tougher than a difficult chess game. And I know that the Food and Drug Administration and the National Academy of Science are struggling with this now, and I hope they will come out out with a good answer. We are very strong for it.

Senator PERCY. I have other questions, but I will yield to Senator Hart.

Senator HART. When Mr. Murphy was on earlier, you heard me inquire whether it wouldn't make sense to require medical schools and dental schools to give courses in nutrition.

Mr. MURPHY. That is in Canada.

Senator HART. There is no dental school in this country that gives a course on nutrition, and what about the medical schools? These did, you say?

Mr. MURPHY. I don't know the number. I think it's three. It's not over.

Senator HART. Well, if nutrition is such a key in arresting poor health and maintaining a healthy society, why wouldn't it make sense to require of the donee of Federal moneys who wants to build a new medical school or extend it, or operate a dental school, to undertake instruction courses in nutrition?

Dr. Edwards. I am not certain about the requirement, but I am certain that this is one of the major deficiencies in medical education today. As a matter of fact, since coming to FDA, I have been rather shocked by the major deficiencies in education; one being nutrition, and the other being the knowledge of the average physician in terms of pharmacology.

Medical education must in the future include more of the nutritional sciences. No question about it.

Senator Hart. How do we do that?

Dr. Edwards. Well, again, I think your suggested approach is certainly a very real one, and obviously that approach would have an effect.

Senator Hart. What is your plan with respect to giving it application?

Dr. Edwards. Well, I think it's important to recognize that I haven't responsibility for this.

Senator Hart. Who does?

Dr. Edwards. Maybe Dr. Smith would like to address himself to this. He is, as I mentioned, the coordinator for nutritional education.

Dr. Smith. We have been aware of this problem, Senator Hart; I don't believe it's quite as bad as it looks on the surface because, nutrition being related to so much of all other biological sciences, is taught as part of biochemistry and other matters in the medical school curriculum.

Senator Hart. But we just heard from Dr. Edwards that he is amazed at the ignorance.

Dr. Smith. I was going to say, sir, that I would not for a minute minimize the need for upgrading nutritional education in the schools of medicine, and this lack has a very understandable origin.

These problems we are concerning ourselves with these days, as mentioned by Dr. Edwards in his statement, are of relatively recent origin, and the types of problems we must address ourselves to are only now being defined.

We are concerned about this problem. We are establishing a working relationship in our office with the American Association of Medical Colleges. An attempt will be made to determine what is required nationwide to upgrade the curricula material in nutrition, related to today's nutritional problems in this country, in our schools of medicine.

Senator McGovern. Will the Senator yield to me?

Senator Hart. Yes.

Senator McGovern. I have an urgent call here that I am going to have to answer, and I wonder if I could get in a couple of questions and turn it back to you?

I wanted to ask Dr. Smith about one point that disturbs me with reference to the administration's proposal that the family assistance program, along with the food stamp assistance, be cashed out so we would end up with a total of about $2,200 in cash assistance.

Now when you recognize that poorer families spend about 30 percent of their income on food, that comes out to about $660 that a family living at that income would have for food.

How do you think, as a doctor, that a family can really survive on that level of income, and secure an adequate diet?

Maybe I ought to put it this way—as the administration's adviser on nutrition, do you concur with the decision to cash out food stamps and family assistance at a level of $2,200?

Dr. **Smith**. First of all, I would agree with the philosophical approach of cashing out. However, I think one has to obviously approach this problem in establishing a realistic cash-out and I am not familiar and have not participated in the discussions of the projected established levels. I would be happy to get any available information on this.

I don't believe there is any one here in our group that has the pertinent information on that. We would be happy to get the information and provide it to the committee. Perhaps Mr. Lyng has information in that regard.

Mr. **Lyng**. I think it should be clarified, Mr. Chairman, that the administration has not proposed the cash out of food stamps. The administration, in comments to the House Ways and Means Committee, has indicated that if it be the desire of the committee in passing out a bill for family assistance, to cash out food stamps; that the administration would find it acceptable on the basis of $2,200 cash for a family of four instead of $1,600; $2,200 in cash, instead of $1,600 plus what would be a maximum benefit of $860 under the present food stamp schedule.

I think it must be understood that this whole matter of family assistance is only a base. It's a national minimum base. It is presumed that the income of people on welfare in virtually every State in the Union would be higher than this.

The same criticism that one could make to the $2,200, can also be made to the $1,600 level for family assistance.

Senator **McGovern**. Well, the point I was trying to get at with Dr. Smith is that it would seem on the surface that if these estimates are right, that a family spends about a third of its income—a poor family—on food, you just cannot have an adequate diet if the total income of that family is somewhere around $2,200.

They are either going to give up food, or they are going to give up adequate medical care, or housing or something. It would seem to me, on the surface, it's an inadequate figure.

Mr. **Lyng**. If that were the total income, there is no question about that.

Senator **McGovern**. Just one question for Dr. Sencer. When you were here last year with Dr. Schaefer, you recall we had a confrontation about the slowness of this nutritional survey. The Congress some 3 years ago asked the Public Health Service to report back within a period of 6 months on the nutritional status of the American people. Last year we had the results of only two States.

And I asked you at that time what was holding up the program, and you said this—"Well, it's a variety of things. We do not need additional funding. We have the equipment available. We will be making sure that the information gets processed as rapidly as the machine can run it."

Now it's my understanding we have made little progress in terms of reaching additional States; that your survey stands about where it did a year ago.

The question I'd like to know is what we need to do to get HEW to deliver on something that the Congress asked to be completed some 3 years ago.

Dr. SENCER. Senator McGovern, I think we have made progress since our last confrontation. The data is all in from all 10 States, and New York City. The preliminary runs have been made.

The data is in the process of being edited at the present time. This means that as we pick up mistakes in the initial tabulations, they are sent back to the States for correction, and then reedited. The editing ranges from 80 percent complete in one State to 20 percent in another.

Senator MCGOVERN. When will that information be available to the Congress? I think that is the key question.

Dr. SENCER. Senator McGovern, Mr. Lyng mentioned I think that we have all made mistakes and not achieved what we said we were going to, and one of our mistakes was to say we could deliver before we really could. We have told the National Academy of Science's food and nutrition board last week that they would have all the data in hand for analysis no later than 6 months from last week. Also the Academy of Pediatrics, that they would have this.

We have preliminary data—if you recognize there are faults in it, that it is not complete, and not always accurate—that are available now. We can show that for any of the measurements we made in terms of biochemical determinations, there is a direct relationship with income to that level. In other words, the lower the income of an individual or family, the mean level of their hemoglobin is going to be lower than people relatively more affluent.

But when you begin to get down to some of the more minor variations that may be significant, we are not in a position to present that to you at the present time.

Senator MCGOVERN. I would like to say this, Dr. Sencer, in view of the shortness of time, the committee would like to submit additional questions to you. Would you be willing to cooperate in supplying that material to us?

Dr. SENCER. Yes, sir.

Senator MCGOVERN. And we may have questions for other administration officials here, too.

I am very sorry that I have an appointment. I must go. I would like to ask Senator Hart if he could preside in my absence.

Senator HART. I would be glad to.

For the guidance of everyone, the Senate is scheduled to vote at 1 o'clock. I would hope we could conclude our questioning of this bank of experts before then. I will do my best to divide evenly this time.

Mr. Secretary, the chairman and others of us have developed some questons which I will direct to you, and if you think they should be fielded off someplace, feel free to do it.

Additionally, if some of these questions raise specific data that is not available to you now, we will keep the record open to receive the answer.

We understand this is not a budget hearing, or an appropriations subcommittee, yet proposals for funding the programs for fiscal 1972, which come within your jurisdiction, raise a number of questions that really bear on nutritional policy and food priorities.

And as we get these answers, it will help this committee to advise the Senate as to the degree to which the administration and we ourselves in fact are responding to the call to end hunger.

It is correct to say that the priorities stated during the White House Conference by the President and subsequently expanded by the White House are still valid, that is, is the administration determined still to achieve the goal of feeding hungry children who are needy by a certain date, even Thanksgiving?

Mr. Lyng. Yes, Senator, there is no change from that. As a matter of fact, the President reiterated his position less than a month ago.

Senator Hart. Then to clear up a point of confusion, as to how many needy children your agency believes are eligible for free or reduced price lunches, the President's budget says that the target in 1972 is $6.6 million. That is the figure also for 1971.

And yet about less than a month ago, the Department of Agriculture said there are 7.8 million, according to data supplied them by the States.

Does the budget figure reflect what you plan to do while the departmental figure shows what needs to be done?

Mr. Lyng. Senator, these figures have been difficult for us to come by. And in recent days we have come to believe that the States figures are actually high, based upon the poverty standards that are normally accepted poverty standards.

We have recently obtained from the Census Bureau some information on the numbers of children between the ages of 6 and 18, within the poverty population, and this would indicate that there are 6.5 million children in that group, among the 24.3 million total poverty population, that are school age children.

So that we are beginning to think the universe in this area is something in the area of 6.5 million children.

Now the States can list as children from poverty families those that they in their States determine on a State standard which can be higher than the Federal standard. We have a minimum standard of $3,720 for a family of four.

Below that the States are required—it's mandatory to provide a free or reduced price lunch in national school lunch schools.

The State figures can be higher than that. They can have higher eligibility, and we think this is perhaps the reason for the deviation in the State figures from the Census.

Senator Hart. Well, are you asking the funds necessary to reach on an average daily basis the 6.5 or 6.6 million needy children in 1972?

Mr. Lyng. Yes, we believe our request for 1972 will be sufficient for us to provide free and reduced price lunches to all needy children, to provide the Federal share of the cost, to all needy children in the United States.

Senator Hart. Now another question for clarification. Is it correct that the States may transfer portions of the special assistance money, section 32 money, into programs for purchasing equipment or providing breakfast for school children?

Mr. Lyng. These are separately funded programs, I believe. Is that not correct? Each of these are earmarked programs. Can the States move them back and forth? Mr. Hekman?

Mr. **Hekman**. There is a provision for transfers, and we have received requests for transfer between funds, and they are being considered at the present time; yes, sir.

Senator **Hart**. My question will suggest some, not new, criticism of that new law because I have argued for it for years. But it is a consequence that bothers me and some of the rest of us. If you are budgeting *X* million for free or reduced price lunches, and I think it's 356 million, to provide a 30-cent Federal reimbursement for every one of the 6.6 million lunches targeted for the 1972 budget, then every dollar that is spent from that special assistance portion that buys equipment or breakfast, will reduce the number of lunches available for the children, isn't that correct? Doesn't it have that result?

Mr. **Lyng**. It has that result, Senator, unless it has the effect of putting a food service program or school lunch program into a school which doesn't have one. And we would hope that in those areas where there are no food service school lunch facilities the investment of some seed money in equipment by the Federal Government and the States and school districts could go a long way toward removing the gap that we have now.

Senator **Hart**. But again, part of the gap was the inadequate equipment in certain schools. And we authorize transfer to respond to that. But aren't we up against the hard fact that by making the transfer, to the extent the transfers are made, we are cutting back actually on the 6.5 or 6.6 million capacity?

Mr. **Lyng**. Yes, I am sure that would be the effect, if the funds were all needed in that particular locality.

Senator **Hart**. Well, for every dollar that is switched, at that point there is that reduction in the available resources for the 6.6 million?

Mr. **Lyng**. Senator, the allocation of these fund to the States, that is, to the districts, is done on a basis of estimates of participation. I think you recognize that it is a difficult thing for every local authority to estimate accurately the numbers of free or reduced price lunches they will have.

And I presume the only places we permit the transfer would be in cases where they had some funds left over. Isn't that correct, Mr. Hekman?

Mr. **Hekman**. Yes, sir; and the situation varies a great deal by States, Senator Hart. For example, some States—the State of Georgia, for example, has a program in every public school in the State. That is an entirely different situation from some other States.

Now presently we are preparing a review and we have contacted all the States as to their funding situation through our regional offices, and we are presently putting this together.

Mr. **Lyng**. I think the point, Senator, is that we would not permit this transfer if it in effect meant that in that district or that area they were going to reduce the feeding, the number of children that were being fed.

We would hope that it would have the opposite effect. But school districts prefer, of course, the flexibility of this type of funding There is no automatic transferral permitted. They must submit a request and it must be approved before it can be done.

Senator **Hart**. All right. Well, if you suggest the figure of 6.5 or 6.6 million as the universe, as you did, what of the children now in some

18,000 or 20,000 schools, mostly in inner-city schools, which schools have no facilities, no lunch facilities?

Isn't it inevitable that if you are going to respond to that lack of facilities, you will have 18,000 schools where there are eligibles but they are not getting the food? We can't have it both ways, much as we would like. We are going to have to not reach them or build the facilities and in the consequence of that, transfer out the money that would feed them.

Because we are talking about specific schools.

Mr. LYNG. The amount remaining in section 32 was calculated to be sufficient to take care of 6.6 million children. We think, again, that there will be sufficient left after the transfer to take care of our needs in this area.

The number of children in the 23,000 schools is not proportionate to the number of children that we are feeding, the poor children in the total school population.

Very many of these are small schools. True, some of them are ghetto schools, but a great many in numbers are rural schools, small rural type schools.

Senator HART. Much as I would like to think that the administration is seeking, and the Congress will seek and provide the money actually to permit us to say truthfully that we are going to feed them all by Thanksgiving, I fear we are kidding ourselves.

Mr. LYNG. Senator, I think the capabilities of the Federal Government in this are somewhat limited.

Senator HART. Let's not promise we will feed them if we know that we can't deliver.

Mr. LYNG. We promised that we would make the resources, the Federal resources, available. The Federal Government does not fund these programs 100 percent. These are joint programs with State and local governments.

The recent amendments to the school lunch program call for State participation. Many States, including my home State of California, had no State participation in school lunch until this last fiscal year.

We are finding, as a result of the White House Conference, and the awareness of the need, through the activities of this committee, that States and local communities are coming along quickly in this area.

And I think the promise that we will feed so many must be a joint promise. I think you are correct that we as the Federal Government should not say we will promise to do this, because we are not paying—we have people who say, "Put your money where your mouth is," which is a valid complaint.

We must say that we will provide the Federal resources to do this, recognizing that it is a local and State problem as well.

Senator HART. Well, that makes it a different kind of promise, and now is the time to make it clear, not at Thanksgiving.

Mr. LYNG. I agree, sir.

Senator HART. Now, is the money request that you have made, the sum that was recommended to you by the Food and Nutrition Service?

Mr. LYNG. I think actually, Senator, that some of the funds in the 1972 budget are a good deal larger and some are smaller, but we have had so many meetings on this that I think the sum total is somewhat larger than that originally recommended way last August or September by the Food and Nutrition Service.

Senator HART. What about the sum that you requested of the Budget Bureau? By what amount was that increased or decreased?

Mr. LYNG. I think it has increased, but I believe it is increased because the caseload in food stamps went up beyond what we had expected. The participation in commodity programs was higher, and I believe that between the time we originally made our request, we worked with the people in the Office of Management and Budget, and these figures were adjusted.

I call attention to the fact that there was, accompanying the 1972 budget request of the President, a request supplementary to the 1971 budget for $120 million in food stamps. This all came after the submission of the budget to the President by the Department of Agriculture.

Senator HART. Well, I have remaining 3 minutes. Some of these questions I will file with you for reply.

With respect particularly to the food stamp program, how many persons—averaging it—how many persons do you expect to reach through the food stamp program in fiscal 1972? I understand that participation in January is over 10 million.

Mr. LYNG. Senator, I believe that our projections call for something in the area of 12.5 to 13 million, but I would like to correct that figure for the record.

We have some projections, and I have them in this book, but it would take me longer to find them than warranted.

Senator HART. All right. Let us receive them.

On this area let me conclude by asking if it is the policy of the administration to make the food stamp program available to all eligible persons?

Mr. LYNG. Yes, Senator, it is. We have, however, had an acceleration of requests of food stamp counties who have indicated a wish to transfer—of commodity counties who wish to transfer to food stamps, which has made it, under present budgetary conditions, necessary for us to delay the movement or transfer from commodities—this is a recent thing—to food stamps.

So to the extent that budget will permit, we favor food stamps. However, we must of course reserve enough within the budget to maintain the program in existing areas before we can take on additional areas.

Senator HART. There will be several followup questions on that.

Mr. LYNG. All right.

Senator HART. Let me read a description of a type A lunch. I am advised that this is the correct description of a type A lunch.

"A Type A lunch is a balanced meal which, when eaten by a child, will provide a third to a half of his or her daily nutritional requirements." Is that correct?

Mr. HEKMAN. I would say substantially correct.

Mr. LYNG. That's correct.

Senator HART. You believe it provides at least a third of the minimum daily requirements?

Mr. LYNG. Yes, Senator, I believe that.

Senator HART. Is it based on food groups—the four food groups?

Mr. LYNG. I think the calculations which are made by the Agriculture Research Service and nutritionists there are more complex than just that. Substantially it wouldn't ignore the four food groups. It would be more complex.

We'd be happy to submit for the record a statement from the Agriculture Research Service on how the type A lunches are calculated.

Senator HART. In addition to furnishing you questions based on committee staff, I have some parochial questions about problems in Michigan, which you have helped me with before but some are unresolved. And I will include in my list of questions those that seek to bring us closer to achieving this goal by some Thanksgiving.

Mr. LYNG. We will be happy to try to answer them.

Senator HART. And if the reason we can't keep the promise—the promise that I hope we have now made more precise—to feed them by Thanksgiving, is because State and local units won't get into this ball game, then Congress should decide whether the accident of geography is reason enough to tell the child some Thanksgiving that he still can't get fed.

Those who feel that this Federal system has such intrinsic value as to cry out against complete Federal intrusion had better make sure their local units get in this game, because I think the overwhelming judgment of the American people would be that federalism, pure or semipure, is no reason, if the National Government has the capacity to feed the child, to deny the child the food, Senator Bellmon?

Senator BELLMON. Mr. Secretary, I would like to add my words of congratulations to the real progress you have reported to the committee, and the work that is being done toward feeding the hungry people of this country.

It's always been a great irony to me that we have had the capacity to produce abundance and even surplus, which we have had, and yet many people have been unable to get access to food they must have.

And I feel that your record is one that deserves commendation. But I'd like to ask a couple of questions about, perhaps, more the quality of what is being done.

Does the Department of Agriculture furnish any nutritional information to the recipients of commodities or food stamps? In other words, do you help give these groups or individuals the guidance as to how to use the food they get as a result of your efforts?

Mr. LYNG. Senator, we probably could do a great deal more. We have a number of pamphlets of various kinds that we try to give out as best we can. We have been considering some way——

Senator BELLMON. I don't have time to read all those.

Mr. LYNG. We have been considering some way to make it possible to actually issue something right along with the stamps. Stamps, as you know, are sold at banks and various other kinds of issuance offices, and to use these facilities for educational purposes has presented some administrative problems.

However, we now have a group working on some means, without getting into tremendous cost, of getting some sort of nutritional guidelines and information to these recipients of the stamps on a frequent basis; when they get the stamps they will get something——

Senator BELLMON. I believe Mr. Murphy in his testimony showed us some kind of a wheel, a simple device that would give guidance to purchasers of food as to what kind of nutritional value those foods have. Have you prepared anything that is fairly simple?

Mr. LYNG. Yes, we have those. We have color books. We have all kinds of guidelines. Color books in Spanish. We have tried every possible thing.

But I failed to mention earlier, in the question about the media, we are participating now with the Advertising Council, and with the Department of Health, Education, and Welfare, in what will be a massive television program sponsored by the Advertising Council on nutritional education which I think should be quite effective.

Senator BELLMON. So the Department is putting considerable effort to help on the educational side as well as just the distribution of food?

Mr. LYNG. Senator, we feel very strongly that just putting out $2 billion of food stamps does not go far enough. We would like to see that the stamps are used as best they can to provide proper nutrition.

Senator BELLMON. There has been criticism—and I'm sorry I was late in getting here, this question may have already been answered—there has been criticism that the commodity program is more intended to help dispose of commodities as surplus than to provide a balanced nutritious diet to recipients. What if anything is the Department doing to help correct that?

Mr. LYNG. That may at one time have been true, Senator. It has not been true since I have been with the Department, and I think, in fairness, for some time prior to that.

It's true that we do take advantage of surplus commodities, which are inexpensive. By moving those into commodities channels and into school lunches, we assist the farmers.

But we first buy only nutritious food. Secondly, we have 22 food groupings that we provide for commodity distribution, and if properly used, there is no question about the nutritional balance of the commodity package that we issue.

Within the commodities program we buy foods which are not in surplus supply, if necessary, in order to achieve a nutritional balance among the 22 commodities.

An example would be, this year we have made heavy purchases of pork—canned pork and a chopped canned meat product—which go a long way toward supplying the needs of meat protein of the poor people, but also has been a real help to pork farmers with pork at the lowest price in many, many years.

We think simply because we help the farmer, we are not always disserving the recipient of commodities. But our main goal is to provide a nutritional balance in the commodities issued.

Senator BELLMON. Are you saying then that a family totally dependent on your commodity would have a nutritional diet for children?

Mr. LYNG. Yes; the variety of foods that we make available will supply a hundred percent of all of the recommended dietary allowances for people in our commodity program.

Senator BELLMON. You are sure on the quality. Is the quantity sufficient?

Mr. LYNG. Yes, Senator, the quantity is sufficient.

Senator BELLMON. Well, I have noted from your charts a rather remarkable rise in the use of food stamps as compared to the use of commodities. Have you, or is there any way to compare the nutritional value of the two diets, the diet available through food stamps as compared to the commodities program?

Mr. **Lyng.** We don't have any good data on that. We are doing some studies on how people actually use food stamps, what they buy with food stamps, and when they are completed we will make them available to the committee. This will begin to give us some comparison to it.

We also have to keep in mind that the recipients of the commodities don't necessarily use them all. With commodities there is a great logistics problem. The maintenance of the full 22 commodities in local warehouses and local distribution systems is not as easy as it may appear.

This is the primary reason this administration decided to move toward the food stamp system, which takes advantage of the commercial grocery distribution and manufacturing system in this country, which is by far the best ever developed anywhere, rather than to try to set up a Government distribution system. We have had difficulties making it work, and still are, to some extent, in the commodities program.

Senator **Bellmon.** This brings me to another question. This may be a slightly parochial one, as Senator Hart says. One of the 10 or so counties mentioned earlier, I believe by Dr. Murphy, as not receiving either commodity or food stamps is in my State, and there is a curious jurisdictional dispute that causes the problem.

The commissioners handle the commodity distribution, and bear the cost, in Oklahoma. In this particular county, the county commissioners refuse to bear the cost. They want the food stamp program, which would not cost as much.

As a result, our State is willing to provide commodities, the county commissioners insist on food stamps which the State at the moment hasn't made available.

Does the Department have any plans, any provisions for stepping into one of these local hassles so that the people who need the food can get it?

Mr. **Lyng.** I believe that is Harmon County, and we have given it lots of attention. I think we have people going there in a matter of days to see if they can reconcile this.

Senator **Bellmon.** I think reconciliation is probably out of the question. Assuming it fails, what next?

Mr. **Lyng.** We are very reluctant to move in, Senator, with Federal Government people into that kind of a situation to distribute commodities. We haven't found it works too well, particularly in a community that just doesn't want them.

However, there is a final thing we can do. We have the authority to get in and put Federal people, Federal employees, into that county and distribute the commodities. I wouldn't want to say we wouldn't do it, but reluctantly. So far we haven't had to do that.

Senator **Bellmon.** We had in our office recently a director of OEO from this area. He is available to take over if nobody else will.

I am curious if there couldn't be some kind of emergency arrangement within USDA and Office of Economic Opportunity, so if all else fails——

Mr. **Lyng.** We had a tentative arrangement, something like that on food stamps, but then the State department of social welfare refused to permit food stamps in any part of Oklahoma. So we ran into the jurisdictional problem you referred to.

The Governor of Oklahoma is beginning to show some interest in operating some sort of a program in this county, and we think we may be on the verge of a solution, Senator.

Senator **Bellmon**. But it seems rather tragic to me that for literally years the people in this county who needed the food haven't been able to get it because our governmental agencies haven't been able to arrive at a method.

And I hope that the Department, and I think quickly, ought to make these commodities or stamps available, over the objections of these local officials. And I hope you have the means to do that.

Mr. **Lyng**. We do, Senator, and we shall heed your words.

Senator **Bellmon**. I want to ask one question of Dr. Edwards. On page 5 of your testimony, you used a phrase that was new to me. "High risk population groups." What is your meaning of that phrase? Page 5, fifth line from the top of the page.

Dr. **Edwards**. I will refer that to Dr. Smith.

Dr. **Smith**. These projects are now being monitored and administered by the CDC. Dr. Sencer will answer that one for you.

Dr. **Sencer**. When we refer to high-risk groups, without doing a survey, we know that most American Indians, we know most people living in the inner city, and pregnant women, and adolescent children, have iron-deficiency anemia. And the demonstration projects are attempts to find, on a community basis, methods of correcting these deficiencies.

Senator **Bellmon**. That makes it much clearer.

I noted also, on page 2 of Dr. Edward's testimony, "increasing urbanization of the Nation's poor has contributed to the problems, nutritional problems, that they encountered." Is there some explanation for this statement?

Dr. **Smith**. I think as we have seen the movement of undereducated, unproductive, and poverty segments of our population from predominantly rural environment to urban areas, where they are completely dependent upon a highly efficient, effective, but expensive commercial distribution system for food, they become high nutritional risks.

Senator **Bellmon**. This is because of lack of money?

Dr. **Smith**. Lack of money puts them at greater risk in the urban area than in the rural area with the family garden, and so forth.

The single population group we can identify that probably has poorer nutritional health than any other group is the urbanized, very low income, impoverished adolescent male, whose food requirements are tremendously high, and in the absence of cash income, he is at tremendous nutritional risk.

Senator **Bellmon**. Mr. Chairman, there are some additional questions that I would like to submit in writing, and ask the Secretary or some of his group to respond to them. These are from Senator Dolan and one from Senator Percy.

Senator **Hart**. Very well. Senator Schweiker?

Senator **Schweiker**. Thank you very much, Mr. Chairman. I would like if agreeable to the committee to recall Mr. Murphy. I too was informed he would be here at 11:30, and I was meeting at the White House on manpower.

And if agreeable, I would like to ask him some questions.

Senator HART. Indeed yes.

Senator SCHWEIKER. Your firm uses a great many Pennsylvanians in your work force, and I appreciate your coming here today.

I would like to ask you a few questions relating to your testimony. On page 4 you mentioned that a natural question arises as to whether by genetic means other great foods like wheat, and so forth, could be brought to a higher level of protein quality and you go on to suggest that you believe in a short period of time, perhaps 10 years or less, by not spending much more than $10 million a year, we might research this problem.

I wonder if you would elaborate? I think this holds great promise and opportunity for our eating habits.

And who should do this research and the kind of research you are talking about.

Mr. MURPHY. I'm glad you asked that question, Senator. I put particular emphasis on this point in my paper because we happen to think that this might solve a lot of problems that are going to be very difficult to solve, if the great foods of the world can be given balanced essential amino acid levels and content.

This has been done to some extent already. The great breakthrough at Purdue University, where they found that one of the genes would boost the lysine content of corn, which is one of the essential nutrients required for life existence. This was a tremendous breakthrough.

And it indicated that a great possibility exists for this kind of research to upgrade the protein quality of the great foods. We know a lot about what's been tried in Guatemala, through Dr. Scrimshaw of MIT, in the development of Incaporina, which is a special food with balanced nutrients. Tremendous effort was made to try to get the natives to eat this food. It was a virtual failure, because people want to eat the things they are accustomed to eating.

And especially those people that need, that do not have the education, they are creatures of custom, and therefore if it's possible to make the customary foods life sustaining, and to have the proper nutrients, this solves a lot of distribution problems, a lot of the natural problems that you run into when you try to introduce artificial ways and means.

This has been done on corn; Rockefeller Foundation is working on it on rice; we are working on it on beans. We are working on beans because it happens to be an important ingredient for us and because we had special expertise and because we had a belief that it could be done. We have had two tremendous breakthroughs.

We have been able to boost—one of the principal amino acids in beans, that is lowest, is methionine. This is one of the essential amino acids required for life sustenance, for reproduction of the cells.

We have been able, by genetic means, to actually get a triple level. On an index of 2.2, we have a level of 1.8 already. And we are as sure as we can be of anything that we will get the level up to the proper level, so we will have a balanced amino acid content.

The further thing we have had a breakthrough on, we found by cross breeding you can transfer these favorable qualities into other beans, therefore we are on a program which we hope will end in 10 years. Talk to our friends at Rockefeller Foundation; they say that's too much time, it's 5 or 6 years. And we will have a variety of beans that will have essentially balanced amino acid content, and when these go into the normal trade channels, get into all the little villages and hamlets, the Indians, Mexicans, Mexican Americans, and other people—Puerto Ricans—that eat the bean products, which are low cost food, they will have a far better diet.

If we can do this with rice, beans, corn, and wheat, we will add them to the present foods that are so—that have such well-balanced essential nutrients as meat, poultry, fish.

Senator SCHWEIKER. If I understand the significance of what you are saying, you are saying that for relatively small investment, relatively short frame of time, you can change the malnutrition and unfed characteristics of not only this country but the whole world for a very small investment.

Mr. MURPHY. I think that is a fair statement, Senator.

Senator SCHWEIKER. You talk about protein quality. I wonder if you would elaborate a little bit on that. Do you simply mean a balanced protein composition? What do you mean by high-protein quality?

Mr. MURPHY. The body must receive from the outside eight amino acids—protein is made up of 22 amino acids. There are eight of them that are termed essential because they must come from the food supply. I can reel them off for you—lysine, methionine, tryptophan, leucine, isoleucine, phenylalanine, valine, threonine. These are the eight essentials. We just have to have these in the food supply if we are going to have good nutrition.

So protein quality, which tends to be underemphasized, because if you label something so many grams of protein, to me, I have to know what the protein efficiency ratio is; what is the nature of that protein. People would be kidding themselves if they say this is a good food because it's got 10 or 12 grams of protein, per hundred calories. It may be poor protein.

Senator SCHWEIKER. One other aspect of your testimony I was intrigued by was your comparison of price, your company's products, saying it had gone up only 11.1 percent the past decade, whereas food prices in general have gone up 31 percent.

This seems to be a phenomenal record. I just wondered how are you able to do this? How can you sort of meet the cost of living in terms of food which I am sure every housewife is very cognizant of as far as the purchasing power?

Mr. MURPHY. Primarily two basic factors. One is increased farm productivity. And most of the things we acquire are on contract so the farmer boosted the productivity of the crop in some cases four and five times. Poultry, for example, really hasn't gone up. The price has gone down because the time required to produce a broiler has gone down from 15 weeks to a little less than 8 weeks.

Furthermore, the efficiency of the feed, in other words, the conversion ratio of the feed, has gone way up through greater knowledge of what kind of food is required to raise poultry.

These are some of the things. Also there is far greater mechanization.

In a modern food plant today—I took Congressman Patman through the plant at Paris, Tex., 1¼ million square feet. He said, nobody works here. He said, they just sit around and watch dials and pull levers. I said, that's right, that's a modern food plant, highly mechanized; but that means the labor content, our wages have gone up, but the labor hours have gone down.

Plus the fact that there have been many, many economies. For example, in shipping, in 80,000-pound cars instead of 15,000. The economies in transportation are enormous.

All the way through the system there have been economies and we price automatically. We shut our eyes and price them so that we make the margin we feel is necessary to stay in business, and the net result of all this work has been this kind of a price increase.

Senator SCHWEIKER. Well, thank you very much. I sure appreciate it. I think you made some very good statements for our committee, and we should follow up on them.

I would like to ask Secretary Lyng—the administration's budget for fiscal 1972 indicates that the school milk program will be phased out. Is this an accurate reading, and if so, what is going to happen to the school milk program under the administration's proposal?

Mr. LYNG. This is correct, Senator. The administration's budget proposal again this year does not include the appropriation for special milk. It has been the belief of the administration, as it was the preceding administration——

Senator SCHWEIKER. I know we fight this battle every year, over the years I have been here.

Mr. LYNG. That is, this money could be, would be better spent in focusing attention to the needy rather than subsidizing the cost of school milk to all children.

I think this gets to be even more important as we move toward having a larger number of children receiving, particularly of the needy children, receiving free and reduced price lunches, which incidentally all include milk.

I think the total consumption of milk in the schools, if we could use that money in that direction, would be scarcely if any less than it is now.

Senator SCHWEIKER. Why do you say that?

Mr. LYNG. Because of the expansion in the milk served through additional lunches.

Senator SCHWEIKER. Well, one premise I am not sure I agree with you on is that economic income level is strictly a function of nutritional needs. I think if there is one thing that this committee has brought to light it is that many people are not necessarily poor but have terrible nutritional habits, and that nutritionally we are very deficient in many respects, even in our more affluent areas.

If this is true, it wouldn't make sense to tie nutrition only—only, now—to economic need, because there are nutritional needs that transcend the economics of an area based on lack of information, based on improper diet, based on just being uninformed, based on a number of things.

Do you agree with that, or not?

Mr. LYNG. Yes; that is no doubt true. The special milk program is not free to affluent children; it costs 3 cents, 4 cents, 5 cents. It tends to be about a 4 cent subsidy for about a half pint of milk to all children, regardless of means.

We are of the opinion that that milk would be continued to be consumed if your child and mine had to pay the 9 cents or 10 cents that it would cost, rather than a nickel.

Senator SCHWEIKER. All right.

Dr. Edwards, I know that you have a nutritional program which has awarded 19 contracts for demonstration projects to identify nutritional problems and develop assistance for nutritional services.

Two contracts, I understand, relate to migrant workers. I wonder if you could briefly explain what your 19 contractual nutrition programs are directed toward, the objective goals and also your migrant workers phase?

Dr. EDWARDS. This is under Mr. Sencer's jurisdiction. I will turn it over to him; if I may.

Senator SCHWEIKER. Right.

Dr. SENCER. Senator Schweiker, of the two migrant projects, one is dealing with the health status of migrant workers in the east coast, particularly as it relates to nutrition, and the other I think you heard about last week when Dr. Chase testified before this committee. The work that he was describing was supported by one of the contracts from our program.

In the Colorado project, in addition to just doing the survey of the health status, Dr. Chase has been training migrant workers, mothers of migrants, in elementary nutrition, so they can work with the families in the migrant stream as they move out of the Texas areas up to Colorado, Idaho, and the Dakotas.

Senator SCHWEIKER. In other words, the presentation we saw was one of your projects?

Dr. SENCER. It was one of our 22; yes, sir. The same type is in operation on a larger scale in Florida, where we are finding, as we knew we would severe problems in nutrition, with a migratory population that has no real home base, dependent upon the weather to a large extent for their existence.

But here again, rather than just surveying the population, we are developing a health care educational program within the labor camps in Florida, so that in the period of time they are at home base, so to speak, they are getting some elementary education in the principles of nutritional planning for what little money they do have.

Also, feeling that just education without providing some service to a group that is totally without health service is inadequate, we are providing basic health services to these people.

The other projects are scattered across the country from Maine to Washington. As we say, they are demonstration projects, working with a variety of different types of population groups to develop better knowledge of nutrition and better methods of delivering it.

For example, we have a project in Watts in Los Angeles, where a school breakfast program is being evaluated. Children are being examined before they go into the program, and achievement is measured during the school year to see whether this will actually improve educational achievement.

In Boston we are working, as the statement mentioned, in one of the precursors of the health maintenance organization, to see whether building nutrition education and services into a comprehensive health program will actually keep enrollees from using health services because of illness.

We have five projects with tribal councils. We are proud of the fact that one of the first implementations of the President's program was working with the Indians to get them to deliver their own services, rather than continuing to receive just Federal support.

The first five under this were nutrition projects where we are training Indian people through the tribal councils to provide community education and nutrition services to the members of their tribes.

Senator Schweiker. Thank you very much. Thank you, Mr. Chairman.

Senator Hart. Mr. Secretary, just one final thing, which is also reflected in some of the written questions that will get to you. As I understand it, in the present fiscal year you are reaching 10 million food stamp participants; is that right?

Mr. Lyng. We are currently at about 10 million. By the end of fiscal year we anticipate that that figure will be higher than that, Senator. Perhaps 11 or 11½ million by the end of this fiscal year.

Senator Hart. And you are spending 1.76 billion in existing fiscal year?

Mr. Lyng. No, Senator—we anticipate—I think our total budget plus the supplemental is 1.56 million, I believe.

Senator Hart. So 1.56 billion reaches 10 million, and the increase in food stamp eligibles continues to go up. How can you hope to reach 11½ or 12 or more million with the figure you are asking for is $2 billion?

Mr. Lyng. Well, Senator, I think rather than to try and explain that verbally, it would be better if I gave a projection of our usage. We don't expect to peak out even in areas which are currently in the food stamp program until sometime into the next fiscal year, and we are increasing our budget by over $400 million for the next fiscal year, which is an increase of nearly a third over the present year's budget.

Our present year's budget, earlier in the fiscal year we had a lower number of people, admittedly, but this projection of increase as we have it will not level out until we have embarked, until we have moved into the new fiscal year, probably in August or something like that, perhaps in September.

Then we probably will, based upon our present estimates, have a leveling out of the participants in food stamps for the balance of the next fiscal year.

Senator Hart. I will be tentative until I receive those answers that you will file in detail, but I have the uncomfortable feeling—and this is a program where we can't blame it on lack of local or State funding because the monkey is on our back with this one—I have the uncomfortable feeling with respect to the commitment that we will reach every eligible food stamp individual, that the sum requested will not do the job.

But as I say, I will be tentative because I do want to see the written answers.

Mr. Lyng. I think you are correct, Senator, that it will not do the job, but those people who do not have food stamps will have commodities, so we will not have people that are without programs.

Senator Hart. Thank you very much.

The hearing is adjourned, pending the call of the Chair.

(Whereupon, at 1:05 p.m., the hearing was adjourned.)

(The following additional questions asked by members of the Select Committee and answers thereto were subsequently supplied for the record by Richard Lyng:)

Question 1. On page 2 of your statement you say: "The Supplemental Food Program now reaches over 190,000 expectant mothers, infants and their mothers, more than double that of a year ago." What is the budget request for this program for FY–1972? How does this compare with FY–1971? On what target figure is this request based

Answer. The funds budgeted for the fiscal year 1972 are approximately $15.1 million, the same amount budgeted for the fiscal year 1971. However, all the funds budgeted for 1971 will not be obligated because participation did not increase at the rate participating areas had projected. The target population for the fiscal year 1972 is an average monthly participation of 241,000 persons. During the first seven months of the fiscal year 1971, monthly participation had averaged 174,998, reaching a high of 193,309 in January 1971.

Question 2A. The Department's estimate of eligible needy children for the School Lunch Program, as well as the States' own estimates, are based on schools with existing programs. Is this correct?

Answer. Under Public Law 91–248, schools participating in the National School Lunch Program must submit semi-annual estimates of the number of children eligible for free and reduced price lunches under the school's announced eligibility standards for such lunches. The eligibility standards used by schools, among other things, must take into account the level of family income and that income level may not be lower than the income poverty guidelines annually prescribed by the Secretary of Agriculture. However, a State may, and some States have, establish income standards that are higher than the prescribed guidelines.

The semi-annual estimates of children eligible for free and reduced price lunches submitted by schools are based upon: (a) the actual eligibility standards used by the school, and (b) the number of eligible children in schools participating in the National School Lunch Program.

The first semi-annual estimates were submitted in October 1970, a month after the final regulations implementing P.L. 91–248 were issued. These first estimates, as reported by States, totaled 7.8 million children. However, when we earlier supplied the Committee with these October estimates, certain discrepancies in them were discussed. Some States reported that there were fewer eligible children than the number of children being reached with a free or reduced price lunch in November. The estimates from other States appeared to be extremely high. The Food and Nutrition Service has been working with States to improve the second semi-annual estimates, which will cover the month of March 1971.

The estimates of needy children I discussed in the hearing was an estimate of the total number of "school children" who are members of families with incomes below the poverty line. This estimate is the total number of such children, not the number attending schools which participate in the National School Lunch Program. The poverty data published by the Census Bureau in December 1970 reported there were 24.3 million people living in families with incomes below the poverty line. Of these, 6.5 million children were aged 6 to 17 years. These age groups do not coincide with the school age population but come close to doing so.

Question 2B. You refer to 23,000 schools with no facilities. How many potentially eligible children does this represent? Are these mostly inner-city schools?

Answer. In reports submitted in the summer of 1970, the States reported that there were 23,000 schools which offered no food service to attending children. The enrollment in these schools were reported as about 7.4 million children. Schools that do not offer a food service are not necessarily without some food service facilities. Likewise, some schools without food service facilities do offer a lunch service through the use of central kitchen or other "off-site" preparation facilities.

Based upon an enrollment of 7.4 million children in these 23,000 schools, and a total school enrollment of 52.1 million, 0.9 million of the 6.5 million, aged 6 to 17 years, are in families with incomes below the poverty line and could be enrolled in those 23.000 schools.

Based upon information available to FNS on food service in urban areas, about 11 percent of these 23,000 schools are in cities with a population of 100,000 or more.

Question 2C. In what ways is the Department trying to alleviate this above-mentioned 23,000 schools? What is the budget request for FY–1972 to help bring facilities to these schools? How many schools can we expect to have facilities next year as a result of this budget figure?

Answer. Basically, the Department is trying to reach these schools by working with State and local officials to develop food service systems that meet the special needs of the schools and by providing Federal funds for equipment costs in accordance with the Child Nutrition Act of 1966.

Food service systems are being developed to meet all types of situations. For example, in Appalachia, hot plates are used to provide hot lunches in schools with only eight or 10 children; in Chicago, a large central kitchen operation has been set up to supply 12,000 lunches daily to 38 private schools; in Philadelphia, a program has been successfully tested which involves the use of individually canned entrees which are heated in inexpensive ovens and then are eaten directly from the container by the children; and in Boston, a central kitchen operation is currently being set up to provide lunches to 10,000 children in 29 "no food service" schools at the start of the next school year.

Research is also being done in this area. For example, Federal funds are being used for a research program conducted by Rutgers University, which involves, among other things, the development of a new and effective delivery system, specifically suited to providing food service in schools without feeding facilities.

Finally, Federal Nonfood Assistance funds are available to States to help needy schools to buy or rent the equipment they need to start programs. For fiscal year 1972 we have requested $16.1 million for this purpose. It is difficult to estimate the number of needy schools that would be brought into the program solely because of the availability of these funds because of the wide differences in the needs of schools—depending upon their size, the amount of existing equipment and the type of equipment needed, etc.

The peak number of schools participating in the National School Lunch Program last year—75,807—was reached in April 1970. In January of this year, there were 78,750 schools participating, an increase of nearly 3,000 schools during the first seven months of this fiscal year.

Question 3. How many persons, on the average, do you expect to reach with the food stamp program in FY–1972? What do you expect the total participation to be July 1, 1971?

Answer. We expect participation under the Food Stamp Program to continue growing throughout fiscal year 1971. A number of factors will be influencing the rate of that growth which are difficult to assess with precision. For example, unemployment rates have declined recently and further reductions are projected by the Administration. Therefore, we now believe that participation might well exceed the earlier projection of 10.5 million.

Increased participation in fiscal 1972 will come more slowly than in 1971 when the program was first liberalized. Increases in income associated with an expanding economy likely will cut further into the total poverty population. The amended legislation makes additional people eligible, based upon uniform national income standards. However, in assessing the potential number of eligible persons, and the number that will participate, one must consider the new resource limitations, the work requirement, the lesser incentive to participate by those at the upper levels of income eligibility because benefits are indirectly related to income, and the new variable purchase plan.

Question 4. Do you expect the $120 million supplemental to be adequate? How much more, to be really safe, would you like to see the Congress provide?

Answer. At this point in the fiscal year, it is most difficult to project the final program cost. We are monitoring program operations very closely and will recommend action to obtain sufficient funds.

Question 5. Is it the policy of the Administration to make the food stamp program available to all eligible persons? How many do you consider to be eligible today?

Answer. When an area is approved for participation in the Food Stamp or Commodity Distribution Programs, there is no predetermined limit established on program size—either in terms of number of participants or the value of the bonus coupons or donated commodities available. FNS cooperates with States in the undertaking of outreach and other efforts to maximize participation of eligible households, once an area is operating a program.

Precise data are not available to estimate the number of persons potentially eligible for USDA food assistance programs under the income, resource, and other factors included in the program eligibility standards. In addition, as discussed in the answer to Question 3, a number of factors must be considered in estimating what percentage of the potentially eligible families would participate. It is possible that a participation excess of 15 million people would be approaching the limits of the potential of family food assistance programs.

Question 6. According to the recent exchange you had with members of the D.C. Mayor's Committee on Food, Nutrition and Health, the majority of cases of fraud and improper certification were due to caseworkers' error. Is this true? Will you please supply us with detailed figures on this matter?

Answer. As a result of continuing problems associated with (1) inadequate certification services, (2) long delays by the D.C. Social Services Administration in submitting monthly participation reports, and (3) a significant increase in the number of nonpublic assistance households participating at the minimum purchase requirement level, an audit was jointly requested by the Deputy Administrator of the Food and Nutrition Service and the D.C. Director of Social Services Administration. The auditors were furnished with two special computer listings showing the names and addresses of recipients who negotiated Authorization-to-Purchase cards in June 1970. The audit findings indicated that there were a large number of duplicate issuances which occurred for a variety of reasons.

For June 1970, the audit findings revealed 738 instances of recipients receiving and negotiating two or more ATP cards causing USDA to lose approximately $47,700 in bonus coupons that month. (In June, total D.C. food stamp participation was 19,279 households.) This audit revealed that operating procedures did not include controls to prevent duplicate requests for participation or duplicate issuances of Authorization-to-Purchase cards to a participating household. Representatives of the Food and Nutrition Service and the D.C. Social Services Administration have actively participated in an extensive series of meetings to develop a satisfactory solution which would substantially reduce, if not eliminate, the deficiencies in controls and procedures indicated by the audit. As a result, the new Automatic Issuance Food Stamp System was developed and put into effect February 1, 1971. Basically, this system incorporated a rapid computer check to prevent duplicate issuances to recipients already in the system, together with the elimination of the "over-the-counter" issuance of manually prepared ATP cards.

Question 7. Do you agree that the responsibility for the Food Stamp Program should be transferred from the Agriculture Department to another agency? Have any concrete plans been made along these lines?

Answer. The Administration has, for many months, indicated it would transfer the Food Stamp Program to the agency that will be administering the Family Assistance Program. At the present time, specific proposals on a wide range of programs are being developed to fulfill the President's commitment to a more responsive, more effective Federal structure. These proposals will be submitted to the Congress at an early date for full consideration and debate.

Question 8. Will you provide the Committee with a full description of the Type A lunch? Is it based on the four food groups? Does it, in fact, provide at least a third of the minimum daily requirements?

Answer. Attached is a copy of the requirements for serving lunches under the National School Lunch Act. These requirements come directly from the National School Lunch Program Regulations. The requirements are specified in terms of quantities of certain kinds of foods. There are five different food categories specified in the meal pattern. These foods were selected on the basis of careful research conducted for us by the Agricultural Research Service. They have depended heavily upon information received from the Recommended Dietary Allowances of the Food and Nutrition Board, National Research Council, National Academy of Science. The specified foods were chosen in such a way that, following the meal pattern and good menu planning practices, should lead, in most cases to the serving of one-third of the Recommended Dietary Allowances for children age 10 to 12.

The regulations allow a certain amount of flexibility. Substitutions may be made for the specified foods in the case of individuals who are unable to consume them because of medical or other special dietary reasons. Also, the Department allows variations in the requirements on an experimental or continuing basis when such variations are considered necessary to meet ethnic, religious, economic or physical needs.

By Instruction, the Department encourages schools to vary the amount of food given to individual children to take account of their age, size and food needs.

As you know, the science of nutrition is receiving a good deal of attention these days and nutritional expertise is more widespread than previously. Partly for this reason, we are, at the present time, exploring the possibility of adding flexibility to the meal pattern. The intent is to allow schools more latitude in structuring meals under the program as long as they meet nutritional requirements in line with roughly one-third of the Recommended Dietary Allowances of NRC. In addition, we are hoping to make it possible to use computers in selecting menus at the local school level. We have a contract with a group from New Orleans to assist us in inaugurating, on a pilot basis, computer-assisted menu planning in some of the school systems with a computer capability and nutritional expertise. Also, a study currently under way at North Carolina State University has, as one of its objectives, to measure the food actually consumed by children under the School Lunch Program as currently operating.

Question 9. To what degree does the Department use mass media to inform the poor of the existence of food stamp, commodity distribution or school lunch programs for which they may be eligible? To what degree is this campaign directed at the poor? Are the poor or for that fact, any consumers involved in the development of this nutritional campaign?

Answer. Mass media have regularly been used by the Department, States and localities to report the availability of food programs to those who are eligible for them. The newspapers and broadcast stations—both radio and television—have been especially helpful in this effort, both in reporting news of program developments in their areas, and in using the news releases and program materials that have been supplied to them.

These program materials have included such things as a series of radio spot announcements which have been recorded for us by various personalities in the sports and entertainment fields. A disk jockey in Chicago took the lead, for example, out of his interest in the good these programs do, in lining up suitable talent for these presentations. We have duplicated these recordings into the discs and tapes, so that they might readily be used by the stations. Officers-in-Charge of FNS field offices have delivered these directly to stations; in many cases, as a bonus, the stations have put the OIC on the air to explain about the availability of programs.

We have prepared similar materials in film and in videotape form for broadcast by television stations, both as spot announcements reporting the availability of programs, and as newsclips to report on how programs are operating, thereby making others aware of their availability and advantages.

Special efforts have been made to make materials available to mass media, where language is a barrier. For example, the publication of a Spanish-English leaflet on the Food Stamp Program was widely publicized both in newspapers and on the air.

Recently, the mass media have given generously of their space and time to inform the public of the availability of free and reduced price lunches in the improved School Lunch Program.

Others forms of mass media have also been used. "Car cards" have been used on the transportation systems in New York, Chicago and New Orleans. Posters, exhibits, direct-mail to leaders who work with poverty groups are some of the other methods we have used to get the message of their eligibility to potential participants.

We are now working closely with the Advertising Council, and have successfully completed plans with the Council for a multi-media campaign on nutrition education.

We have also increased the attention that our field representatives give to their contacts with local media in their respective areas. We are currently working on the regulations and materials to take full advantage of the new food stamp amendments that will make it possible to do even more in "outreach" efforts to acquaint eligible people with the food programs available to them.

Outreach is addressed to the persons who are eligible for these food programs and, therefore, is addressed primarily to the poor.

The Expanded Food and Nutrition Education Program of the Extension Service has been developed in direct cooperation with the persons whom it serves. As Secretary Hardin pointed out at Williamsburg, typically the women who have been employed for this work come from the communities which they serve, and the program has been developed to its present scope by working closely with its clients—consumers all, and mostly poor—and then building on successful performance.

Question 10. We have so far been content to believe that the poor will be able to adequately feed themselves on 29¢ per meal. I think it is clear that this is a rather fallacious assumption. Do you think that 29¢ per meal is enough to feed a family on? If not, would you clarify for me the Secretary's statement last week on food prices? Is it true that the Secretary of Agriculture said last week that he hoped that food prices would rise? If food prices do rise, can we also expect to see the Department adjust its food stamp bonus levels?

Answer. We presume that the 29 cents per meal indicated relates to a family of four which would receive $106 in coupon issuance per month. This level of spending relates to the so-called "Economy Food Plan" as published by the Agricultural Research Service of the Department. The Economy Food Plan is the least expensive of USDA's five food plans. We are enclosing a copy of the Economy Food Plan which indicates the quantities of the different kinds of foods that can be purchased at these levels by family members of different age groups.

The Economy Food Plan is re-computed quarterly by the Agricultural Research Service on the basis of changes in food prices as reported by the Bureau of Labor Statistics. The recent food stamp amendments specify that coupon allotments shall be adjusted annually in line with such price changes.

Attached is a copy of the Secretary's statement of March 1, 1971, on food prices.

Question 11. We have received volumes of mail on the problem of students, members of communes, and strikers participating in the Food Stamp Program. What are you doing about this?

Answer. The Food and Nutrition Service recognizes the student household problem. Prior to the amendments to the Food Stamp Act, we had prepared an instruction which established uniform policies on the handling and verification of student income. This instruction was not issued because of the need to incorporate new provisions of the amended Act.

The new amendments to the Food Stamp Act include several changes which will affect the eligibility of students and memb[illegible] of communes:

1. Students whose parents claim them [illegible] dependents for income tax purposes will not be eligible unless their parents a[illegible] eligible.

2. A revision in the definition of households will mean that only related individuals sharing living quarters will be eligible when they are under 60 years of age.

3. Able-bodied adults between ages 18 and 65 will be required to register for work and accept employment or public work under certain wage rate conditions specified in the amendment. Those exempt from this requirement include students but it will be applicable to many commune members. No one will be required to accept work at a struck plant or site.

Strikers will continue to be eligible for participation in the program if they meet all the factors of eligibility required of other applicant households.

Question 12. I have been reading in the newspapers about increasing numbers of ineligible persons being certified for the program. How do you check eligibility determinations?

Answer. We now require verification and documentation of eligibility factors. We are now considering each State to undertake a quality-control system for reducing the extent of ineligibility. This system would require the States to make field investigations of a sufficient sample of households, prepare quarterly estimates of ineligibility rates, identify misrepresentation or apparent fraud cases, and take necessary corrective measures. As part of this proposal, a Federal analysis and evaluation would be made monthly of a portion of sample households studied and verified by the States. In addition, Federal spot-checking of the eligibility of individual households would be made within each State.

Question 13. What is being done to reduce the incidence of recipient fraud cases in the Food Stamp Program?

Answer. The Food and Nutrition Service has issued specific instructions to State agencies concerning the treatment of claims against recipients who misrepresent the facts or commit fraud to gain certification.

In recipient claim cases where fraud is apparent and flagrant, an investigation by the Office of the Inspector General is usually requested. If the findings of the investigation are serious in nature, the case is referred to the Department of Justice for its decision concerning prosecution. Prosecution of fraud cases by State and local jurisdictions also have been undertaken.

The Office of the Inspector General has uncovered instances of corrupt or inefficient administration of the Food Stamp Program in several metropolitan areas throughout the country. Investigations of these abuses are being pursued by OIG in cooperation with local law enforcement agencies. Already, several certification officials and issuance clerks are under indictment for program violations.

Program regulations provide that States may be held liable for losses to the program caused by gross negligence or fraud. The Secretary has the power to suspend operation of the program in any project area where repeated progam violations are not corrected on a timely basis.

We have sent letters to the Governors of States affected by flagrant abuses of the Food Stamp Program. These letters advised the Governors that certain aspects of the Food Stamp Program were under investigation and urged them to use the influence of their offices to curtail abuses found in the program.

The problems of recipient fraud and unethical conduct by officials in the Food Stamp Program will not be effectively brought under control and eliminated until the States provide adequate funding for the operation of the program.

Question 14. What is USDA doing in monitoring the school lunch program? I have heard that the Department is requiring schools to submit policy statements on free and reduced price lunches. How successful has this been? What have been some of the problems? Is the Department following up to make sure that schools are adhering to their policy statements and that needy children are actually receiving free and reduced price lunches?

Answer. In line with Public Law 91–248, all participating schools were required to submit policy statements on free and reduced price lunches. Once the statements were approved by the State agencies, the schools had to publicly announce the policies, send applications for such lunches to every family with children in the schools, and set up fair hearing procedures for the families if school officials subsequently wanted to challenge the information supplied by the family in its application for free and reduced price lunches.

The State agencies and participating schools were extremely cooperative in meeting these requirements despite the tremendous amount of work in preparing and reviewing the statements under a limited deadline. Only 56 of the some 26,000 agreements (covering some 78,000 schools) with local school officials failed to comply with these requirements and were consequently terminated from the program. Of the 4,230 commodity-only schools, which do not receive cash reimbursement but do receive federally donated commodities, only 345 failed to comply and were terminated. Some of these schools have come into compliance after termination and have re-entered the program.

We are now concentrating on monitoring the programs to make sure that schools are effectively fulfilling their responsibilities on free and reduced price lunches. Our on-site administrative reviews and those of the State educational agencies this year are focusing on the schools' performance in this regard. Over one-third of all operating schools will be covered by such on-site evaluations this year. Regular monthly reports on program operations from State educational agencies include data on the service of free and reduced price lunches. These data, together with the semi-annual estimates of the number of children eligible for such lunches, provide a basis for comparing performance and need.

In addition, we are following up on all inquiries we receive which indicate weaknesses in the program. In this connection, private individuals and groups, such as the United Presbyterian Women, have undertaken their own evaluations of school performance throughout the Nation and have sent their findings to us. In all cases showing possible irregularities, we are having our field people follow up with the States involved so that any needed corrective action can be taken immediatley.

Question 15. In Michigan, 11 counties have not yet applied for Food Stamp Programs; 9 that have applied have not yet been approved. A letter dated February 5, 1971, from Assistant Deputy Administrator Sandstrom with respect to one of these counties (Antrim) says: "We regret that we are not able to immediately designate Antrim County for the Food Stamp Program. It does not appear at this time that our funds for this fiscal year will permit expansion of the current program".

Answer. In view of the fundiing situation for this fiscal year, we have not been designating for the Food Stamp Program any areas that are already operating a Commodity Distribution Program.

Question 16. The figures for Michigan indicate that, as of January 31, 1971, we were reaching only 35% of the needy children with a free or reduced price lunch. Nationwide your figures show an average of 69.7%. What do you plan to do to see to it that we reach all eligible children in Michigan?

Answer. Improvements are taking place in Michigan. During the first seven months of 1971, the total number of school lunches served in the State was about 16 percent higher than in the same period in 1970. The 116,168 children receiving free and reduced price lunches in January 1971, represented a 30 percent increase over the number reached in November 1970.

As we indicated in the answer to a previous question, the reliability of the first semi-annual estimates of free and reduced price eligibility are open to question. The second estimates, covering March 1971, should provide a more reliable basis for measuring performance with respect to the service of free and reduced price lunches. In the meantime, we and the State agency are working with local districts to initiate programs in additional schools. For example, Grand Rapids schools entered the program this year, and the Detroit Board of Education has contracted with a food service management company for prepared meals which the Board picks up and serves to 12,000 children daily in 60 inner-city schools that have no facilities.

Question 17. Witnesses before our Committee have testified as to the critical importance of the Supplemental Food Program, and yet a letter from the Detroit Presbyterial Association informs me they are threatened with a cutoff of these funds as of August 1, 1971. Can you outline for us the Administration's intentions with respect to the future of this program?

Answer. As indicated in the answer to Question No. 1, the budgeted funds will support a larger Supplemental Food Program in fiscal 1972. It is our understanding that the problem of the Detroit Presbyterial Association involves the future funding of local administrative costs because of the possible termination of an OEO grant.

Question 18. Please comment on a letter submitted to the Committee from Mr. John Stalker, Director, Division of Food Facilities and Related Services, Massachusetts Department of Education.

Answer. Mr. Stalker's letter refers to the Federal reimbursement rate structure for section 4 funds (general cash-for-food assistance) and section 11 funds (special cash assistance).

Under the Federal regulations promulgated for 1971, after public comment, the following Federal reimbursement rate structure was authorized:

(a) Section 4 funds were to continue to be used as in past years, to reimburse for all lunches served to children. The maximum section 4 rate authorized in the regulations was 12 cents. (In recent years, the Federal funds provided for section 4 purposes has resulted in a national average section 4 reimbursement rate of about 5 cents. For the first half of fiscal 1971, the national average section 4 reimbursement rate was about 5.7 cents.)

(b) A reimbursement rate of up to 30 cents from section 11 funds for each free and reduced price lunch served to children meeting the school's eligibility standard for such lunches.

(c) If a school was determined by the State agency to be unable to finance all the free and reduced price lunches it needed to serve under the above rate structure, additional Federal assistance could be provided by reimbursing the school at the maximum rate of 12 cents from section 4 funds and a reimbursement of up to 48 cents from section 11 funds—providing for up to 60 cents of Federal assistance, exclusive of the value of commodity assistance, for each free or reduced price lunch served.

The Department believes that the above section 4 and section 11 reimbursement rate structure was responsive to the intent of P.L. 91–248 that assistance from all sources—Federal and State—be maximized for those schools with the greatest need to serve free and reduced price lunches and that, within the total program and available funds, first priority be accorded to the service of free lunches to those children unable to make any payment for their lunches.

In his letter, Mr. Stalker points out that the payment of 12 cents from section 4 funds under (c) above, requires, in effect, the diversion of section 4 funds from less needy schools to the more needy schools, which might reduce basic section 4 support to these latter schools to an unwarranted low level. Other State School Lunch Directors have expressed the same view.

We have, therefore, taken an interim action pending a further review of reimbursement rate structures for the next school year. Beginning in February, 1971, we have authorized States to use sums available to them from the special apportionment of section 32 funds to finance the difference between the section 4 rate of reimbursement assigned to a school in February and the required rate of 12 cents for any school they have determined needs a section 11 rate in excess of 30 cents to enable the school to meet the need for free and reduced price lunches. We have also informed States that, under the fund transfer authorities authorized by P.L. 91-248, we would approve transfers of funds from other accounts into the section 4 account for the same purpose.

This interim action will permit a State to now pay the up to 60 cents of Federal funds for each free and reduced price lunch served in especially needy schools without diverting additional section 4 funds from the less needy schools.

FOOD AND NUTRITION SERVICE

NATIONAL SCHOOL LUNCH PROGRAM

(Part 210 Regulations, current as of September 4, 1970)

TITLE 7—AGRICULTURE

Chapter II—Food and Nutrition Service, Department of Agriculture

PART 210—NATIONAL SCHOOL LUNCH PROGRAM

§ 210.10 Requirements for lunches

(a) (1) Except as otherwise provided in this section, a Type A lunch shall contain, as a minimum, each of the following food components in the amounts indicated:

(i) One-half pint of milk as a beverage.

(ii) Two ounces (edible portion as served) of lean meat, poultry, or fish; or 2 ounces of cheese; or one egg; or one-half cup of cooked dry beans or peas; or 4 tablespoons of peanut butter; or an equivalent quantity of any combination of the above-listed foods. To be counted in meeting this requirement, these foods must be served in a main dish or in a main dish and one other menu item.

(iii) A three-fourths cup serving consisting of two or more vegetables or fruits, or both. Full-strength vegetable or fruit juice may be counted to meet not more than one-fourth cup of this requirement.

(iv) One slice of whole-grain or enriched bread; or a serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour.

(v) One teaspoon of butter or fortified margarine.

(2) The kinds and amounts of foods specified in subparagraph (1) of this paragraph are approximate amounts of food to serve 10 to 12- year old boys and girls. The State Agency, or FNSRO where applicable, may allow the younger children to be served lesser amounts of selected foods than are specified in subparagraph (1) of this paragraph. The State Agency, or FNSRO where applicable, shall encourage the serving to older boys and girls of larger amounts of selected foods than are specified in subparagraph (1) of this paragraph. The Department shall issue guidance materials for the use of the State Agencies and FNSROs on the amount of foods to be served children in the various age groups.

(b) If emergency conditions prevent a school normally having a supply of milk from temporarily obtaining delivery thereof, the State Agency, or FNSRO where applicable, may approve the service of lunches without milk during the emergency period.

(c) The inability of a school to obtain a supply of milk on a continuing basis shall not bar it from participation in the program. In such cases the State Agency, or FNSRO where applicable, may approve the service of lunches without milk: *Provided*, That an equivalent amount of canned, whole dry or nonfat dry milk is used in the preparation of the components of the Type A lunch.

(d) A Type C lunch is one-half pint of milk. A school in which any food aside from milk is served shall not be approved to serve a Type C lunch, unless it is approved to serve a Type A lunch.

(e) In American Samoa, Puerto Rico, and the Virgin Islands the following variations from the lunch requirements are authorized: In the Type A lunch, a serving of a starchy vegetable, such as ufi, tanniers, yams, plantains, sweet potatoes, or a serving of enriched rice or enriched or whole-grain cereal products, such as macaroni, dumplings, or noodles, may be substituted for the bread requirement.

(f) Substitutions may be made in foods listed in paragraph (a)(1) of this section if individual participating children are unable, because of medical or other special dietary needs, to consume such foods. Such substitutions shall be made only when supported by a statement from a recognized medical authority which includes recommended alternate foods.

(g) The CND may approve variations in the food components of the Type A lunch on an experimental or on a continuing basis in any school where there is evidence that such variations are nutritionally sound and are necessary to meet ethnic, religious, economic or physical needs.

U.S. DEPARTMENT OF AGRICULTURE, MARCH 1971

RETAIL FOOD PRICES

During the quarter century since World War II ended, prices of food and almost everything else that people buy have moved upward. Food prices have not gone up as rapidly as the Consumers Price Index.

In contrast, farm prices—what farmers get for what they produce—have lagged behind. Prices received by farmers in 1970 for food commodities were a little less than 20 percent above the 1950 levels, while retail food prices were up more than 50 percent.

American consumers spend less of their disposable income for food than ever before in the history of this country, and less than people anywhere else. Latest statistics show American consumers spend less than 17 percent of their disposable income for food compared to 20 percent or more a decade ago. In this respect, food is a bargain in the United States. Food is relatively low in price because most American farmers are the most efficient in the world. By comparison, in Western Europe and Japan some 35 percent of income is expended for food. In Russia and other Communist countries the figure is as high as 50 percent.

This is not to deny that the cost of food poses a grave problem for consumers with low incomes. Programs to supplement the food supplies of such people have more than doubled in size during the past two years.

Farmers as a group are earning less income than people in other parts of the economy. The per capita returns they realize on their work and their investments in land, building and equipment are only three-fourths as great as per capita returns of nonfarm people. Meanwhile, their costs of production have risen steadily over the years. If Americans expect to have a reliable, wholesome supply of food at a comparatively low price, the agricultural industry must receive adequate returns.

It is therefore essential that we maintain a prosperous, vigorous agricultural base. It will be in consumers' own self-interest that we work to insure that the farmer gets a fair return for his labor and investment.

ECONOMY FOOD PLAN—AMOUNTS OF FOOD[1] AND COST FOR A WEEK

Daily food guide groups	Milk	Meat					Bread-cereal		Vegetable-fruit								Other foods				
Food plan groups	Milk, cheese, ice cream[2]	Meat, poultry, fish[3]		Eggs	Dry beans, peas, nuts[4]		Flour, cereals, baked goods[5]		Citrus fruit, tomatoes		Dark-green and deep-yellow vegetables		Potatoes		Other vegetables and fruits		Fats, oils		Sugars, sweets		Estimated cost, U.S. average June 1969[6]
	(quarts)	Lb.	Oz.	(number)	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	Lb.	Oz.	(dollars)
FAMILY MEMBERS																					
Children:																					
7 months up to 1 year	4	1	0	4	0	0	1	0	1	0	0	4	0	12	1	0	0	2	0	2	2.70
1 to 2 years	4	1	4	4	0	1	1	12	1	0	0	4	1	0	2	0	0	4	0	4	3.50
3 to 5 years	3½	1	8	4	0	4	2	4	1	4	0	4	1	8	2	8	0	6	0	6	4.10
6 to 8 years	3½	1	12	5	0	6	3	0	1	8	0	8	2	8	3	0	0	10	0	10	5.00
Girls:																					
9 to 11 years	5	1	12	5	0	10	2	12	1	12	0	12	2	8	3	4	0	8	0	10	5.70
12 to 14 years	6	2	0	6	0	10	3	0	1	12	1	0	3	0	3	8	0	10	0	10	6.30
15 to 19 years	6	2	0	6	0	8	2	12	1	12	1	4	2	8	3	4	0	8	0	10	6.40
Boys:																					
9 to 11 years	5	2	0	5	0	8	3	4	1	8	0	12	2	12	3	4	0	10	0	10	5.90
12 to 14 years	6	2	0	5	0	10	4	4	1	12	0	12	3	8	3	8	0	14	0	12	6.80
15 to 19 years	6	2	8	5	0	10	5	0	1	12	0	12	4	12	3	8	1	0	0	14	7.90
Women:																					
20 to 34 years	3	1	12	6	0	10	2	12	1	8	1	8	2	12	3	0	0	8	0	12	5.90
35 to 54 years	3	1	12	6	0	10	2	8	1	8	1	8	2	8	2	12	0	6	0	8	5.70
55 to 74 years	3	1	8	4	0	6	2	0	1	12	1	0	2	8	2	12	0	6	0	6	4.80
75 years and over	3	1	4	4	0	6	1	12	1	12	1	0	2	0	2	4	0	4	0	6	4.40
Pregnant[7]	5½	2	0	7	0	10	3	0	3	0	2	0	2	8	4	8	0	6	0	6	7.00
Nursing[7]	8	2	0	6	0	10	4	0	3	0	1	8	3	12	4	8	0	12	0	12	8.10
Men:																					
20 to 34 years	3	2	0	5	0	8	4	8	1	8	0	12	4	4	3	8	0	14	1	2	6.80
35 to 54 years	3	1	12	5	0	8	4	4	1	8	0	12	3	8	3	4	0	12	0	14	6.30
55 to 74 years	3	1	8	5	0	6	3	4	1	8	0	12	2	12	3	0	0	12	0	10	5.60
75 years and over	3	1	8	5	0	6	3	0	1	8	0	12	2	8	2	12	0	10	0	6	5.30
Total for family																					

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[1] Amounts are for food as purchased or brought into the kitchen from garden or farm.

[2] Fluid milk and beverage made from dry or evaporated milk. Cheese and ice cream may replace some milk. Count as equivalent to a quart of fluid whole milk: Natural or processed Cheddar-type cheese, 6 ounces; cottage cheese 2½ pounds; ice cream, 1⅓ quarts.

[3] Bacon and salt pork should not exceed ⅓ pound for each 5 pounds of meat group.

[4] Weight in terms of dry beans and peas, shelled nuts, and peanut butter.

[5] Weight in terms of flour and cereal. Count 1½ pounds of bread and bakery products as 1 pound flour.

[6] Cost estimates are for families who buy all of their food, and eat all meals and snacks at home or carried from home. They are based on selections within food groups and prices paid by survey families with low incomes. Costs given are for individuals in 4-person families. For individuals in other size families, the following adjustments are suggested: 1 person—add 20 percent; 2 persons—add 10 percent; 3 persons—add 5 percent; 5 persons—subtract 5 percent; 6 or more persons—subtract 10 percent.

[7] 3 additional quarts of milk a week are suggested for pregnant and nursing women less than 20 years of age.

APPENDIX

(March 2, 1971)

General Mills, Inc.,
Minneapolis, Minn., March 25, 1971.

Hon. George McGovern,
U.S. Senate,
Washington, D.C.

Dear Senator McGovern: Textured protein foods were misrepresented at the March 2nd hearings of the Select Committee on Human Needs. To prevent any inaccurate impression from being perpetuated, we should like to respond.

It was alleged that textured protein foods were not:

nutritional substitutes for meat and dairy products,
cost competitive with meat and dairy products,
immediately available for consumer use.

Analyzed from the standpoint of protein efficiency ratios (PER), our textured protein foods derived from soybeans have PER values of 2.3–2.4 compared to milk protein (casein) at 2.5 and 2.7 for cooked beef, veal and pork.[1] These slight differences are of no real significance. The most complete and realistic measurement of food quality is its ability to support life processes in *man*, both children and adults. We are submitting with this letter reprints of the results of three clinical studies conducted by impartial and competent nutritionists in which General Mills textured protein products were the sole source of protein in the diet of the subjects. These studies show that both children and adults deriving their protein requirements solely from textured protein products thrived. The excellence of protein quality established by these studies casts serious doubt on the practical wisdom of further bolstering or altering protein values in our textured protein foods. Any results gained would be of little or no practical consequence. There has been no significant change in the formulation of our products since these tests were conducted and we have reason to believe that they are reasonably representative of textured protein products as a whole. Promulgation of the proposed Food and Drug standard would of course insure that nutritional levels of these foods are maintained.

We should like to repeat that textured protein foods have other nutritional advantages, namely, that they may be formulated so as to contain significantly lower quantities of fat. Furthermore, they contain no cholesterol.

As far as costs are concerned, textured protein foods are some 20–25 percent lower in cost than meat counterparts at the wholesale level. Contrary to the opinion expressed at the hearings of March 2, textured protein foods are in commercial production and distribution. General Mills now operates a modern multi-million dollar streamlined plant with a capacity to produce many million pounds per year of this unique class of products.

One other technical error should also be rectified for the hearing record. It was stated that the protein content for textured protein foods was "proposed to be six grams per 100 grams total; meat is 17 grams per 100 grams." This is wrong. We are certain that the writer meant "six grams per 100 *calories*," which is the minimum protein specified in the Food and Drug Administration standard now proposed. This works out to be not six grams per 100 grams of product but 24 grams for a dry, non-fat product.

Should you or any member of the Committee have further questions, I would be pleased to provide the necessary answers.

Sincerely,

Paul L. Parker.

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[1] "Proteins in Foods," Kuppuswamy, S., Srinivasan, M., Subrahmanyan, V. Published by Indian Council on Medical Research, Special Report Series #33, New Delhi, 1958.

"Amino Acid Content of Foods"—Biological Data on Proteins, Food and Agricultural Organization of the United Nations, FAO: Nutrition Studies #24, Food Policy & Food Science Service, Nutrition Division FAL, Rome, 1970.

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Dietary Carbohydrates and Low Cholesterol Diets: Effects on Serum Lipids of Man[1,2]

R. E. HODGES, M.D., W. A. KREHL, M.D., PH.D., D. B. STONE, M.D., AND
A. LOPEZ, PH.D., M.D.

DESPITE EXTENSIVE epidemiologic studies, uncounted animal experiments, and many human investigations of dietary factors which might relate to coronary atherosclerosis, there remains a considerable difference of opinion regarding the *relative importance* of fats, cholesterol, proteins, and carbohydrates in the diet of man. The pioneering epidemiologic studies of Keys (1) and others (2) tended to incriminate fats, particularly saturated fats, and more recently myristic and palmitic acids (3). Indeed, Keys' group (4) have sought to devise predictive formulas which would permit the estimation of the effect of any diet upon the serum cholesterol in man. Their equation was as follows: change in cholesterol concentration $= 2.7\ S - 1.3\ P$ where $S =$ the percent of calories supplied by saturated fats, and $P =$ the percent of calories as polyunsaturated fats (assuming that the saturated fats are represented largely by myristic and palmitic acids and the polyunsaturates by linoleic acid).

Following publications by Conner (5–7), Beveridge (8), and Erickson (9) indicating that dietary cholesterol is also influential in regulating the serum cholesterol of man, Keys and his associates (10) modified their position to acknowledge that cholesterol does play a role and that its effect can also be expressed by a formula: change in cholesterol $= 1.5\ (Z_2 - Z_1)$ where Z_1 and Z_2 are the square roots of the milligrams of cholesterol per 1,000 calories of each of two diets.

Yet even these elegant mathematical calculations sometimes fail to explain simple facts; for example, why does the average person in the Orient have such a low concentration of cholesterol and of triglycerides in his blood? Is this a racial difference, is it related to his expenditure of physical energy, or can it best be explained by diet alone?

Admittedly, the accuracy with which epidemiologic data are collected in some countries of the Orient leaves much to be desired, yet all of the available information indicates that the *apparent* incidence of coronary heart disease is much lower there than it is in Western countries. Furthermore, the customary diet and the average values for serum cholesterol and triglyceride have been very well documented. These data (Table I) indicate that the average consumption of fat in the Orient is about 40 g or 15% of calories and is supplied largely by polyunsaturated fatty acids. By contrast people in Western countries consume about 120 g of fat or 45% of calories, and much of this is represented by saturated fatty acids. The source of protein also is different. In the Orient a greater percent of protein is provided by grains and vegetables with the result that there is much less cholesterol in the diet (about 25 mg/day) than in the average Western diet

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[1] From Department of Internal Medicine, The University of Iowa, Iowa City, Iowa.

[2] This study was supported by grants from the Cereal Institute Incorporated, Chicago, and General Mills Incorporated, Minneapolis.

which contains much more animal protein and about 750 mg of cholesterol.

If one assumes that the cholesterol concentration of the blood can be predicted by mathematical formulas which take into account *both fats and cholesterol in the diet*, then one would predict that the average adult in the Orient would have a serum cholesterol of around 190 mg/100 ml compared with his Western counterpart whose serum cholesterol averages about 240 mg/100 ml. In actual fact, the observed average approximates 155 mg/100 ml. Thus, the predictive formulas missed their mark by approximately 35 mg/100 ml.

It is this difference which was investigated in the present study. We realized that several explanations were possible. We considered it most likely that the source of carbohydrates could be the missing factor. Orientals obtain much of their energy from carbohydrates, most of which is supplied by rice. Their use of sugar is much less than that of Western people. As another possibility the source of protein might be a factor in altering lipid metabolism. Olson and others believe that it is (12, 13). Of course the source and the amount of fat as well as the amount of cholesterol in the diet are highly significant factors; although these were taken into consideration by the predictive formulas, yet there remained a large and unexplained differential.

Accordingly, we designed a study to compare the effects of variation in the source of carbohydrates on the serum cholesterol and triglycerides of healthy men. The diet was one which chemically resembled that of the Orient (Table I), but was composed of a purified soybean protein product[3] which closely resembled meat in that it was composed of textured fibers, so flavored and colored as to increase its appeal for western palates. This diet (Table II) contained virtually no animal protein or animal fat and no cholesterol. Fats in the total diet provided either 45 or 15% of calories and were carefully controlled to maintain the iodine number between 86 and 91. Carbohydrates were furnished either largely as "complex" in the form of cereals, breads, vegetables, and fruits, or largely as "simple" in the form of sugars, syrups, preserves, and jellies. Three equal meals were served daily under constant metabolic discipline and all food was individually weighed so as to assure a constant intake of nutrients. Dietary supplements of vitamin and minerals (Table III) made up for any deficits which might otherwise have resulted from excluding animal protein from the diet.

TABLE I
"Average" Oriental Diet

Adult Civilian Population	Total Calories	Protein, g	Fat, g	Carbohydrate, g
Korea	2,809	95.1	24.2	577
Japan	2,930	103.8	41.6	535
Viet Nam	2,631	99.2	31.5	493
Thailand	1,821	49.1	18.0	366
Malaya	2,744	75.5	62.0	471
Burma	2,713	58.8	51.7	503
Taiwan (military)	3,278	85.6	58.6	602
Average for 7 Oriental countries	2,703	80.3	41.1	507
Experimental diet using soy protein	2,600	91.0	42.0	464

Figures taken from ICNND reports (11) indicate that Orientals eat about 40 g of fat and about 500 g of carbohydrates daily. Much of their protein is of vegetable origin.

The experimental diet was designed to simulate, as closely as possible, this average for Oriental diets.

The subjects were six healthy adult men, volunteers from the State Prison in Iowa. Their ages ranged from 33 to 46 years.

EXPERIMENTAL DESIGN

After a 14-day period of adjustment to metabolic routine the men were fed a diet which provided all of their proteins from vegetable sources. Most of this was furnished by the isolated soybean protein products, but during the periods when complex carbohydrates were fed, a substantial portion came

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[3] Supplied by General Mills Incorporated, Minn.

TABLE II
Experimental Diet

Diet	General	Pre-liminary	Experimental				Recovery	General
			I	II	III	IV		
Fat, % calories	45	45	15	15	15	15	45	45
Iodine number	86	90	91	91	91	91	91	86
Polyunsaturated, %	7	13	4	4	4	4	13	7
Monounsaturated, %	29	20	7	7	7	7	20	29
Saturated, %	9	12	4	4	4	4	12	9
Protein, % calories	12	15	18	13	18	13	12	12
Source, protein	mixed	veg	veg	veg	veg	veg	veg	mixed
Carbohydrates, % calories	43	40	67	72	67	72	43	43
Simple carbohydrate, %	23	8	13	58	13	58	34	23
Complex carbohydrate, %	20	32	54	14	54	14	9	20
Cholesterol, mg/day	420	0	0	0	0	0	0	420
Sitosterol, mg/day	144	822	379	324	379	324	756	144
Total calories	2,630	2,630	2,350	2,630	2,350	2,630	2,750	2,630
Duration, weeks	2	4	4	4	4	4	4	2

Note that this diet contai[illegible] no animal proteins or cholesterol during the six experimental periods of 4 weeks each.

TABLE III
Dietary Supplements

Minerals added to ISP per 70 g protein:	
Anhydrous magnesium hydroxide, $Mg(OH)_2$	597.3 mg (249.0 mg Mg)
Potassium iodide, KI	133.3 μg (101.9 μg I)
Calcium acid phosphate, $CaH_4(PO_4)_2H_2O$	3,774.0 mg (600 mg Ca, 927.6 mg P)
Ferric citrate, $FeC_6H_5O_7\ 3H_2O$	42.9 g (8.9 g Fe)
Potassium chloride, KCl	1,950.0 mg (1,022.7 mg K)
Squibb multiple vitamin capsule	
Vitamin A palmitate	5,000 USP units
Vitamin D (calciferol)	500 USP units
Thiamine mononitrate	3 mg
Riboflavin	3 mg
Pyridoxine·HCl	1 mg
Vitamin B_{12} (cobalamin concentrate)	2 μg
Niacinamide	20 mg
Ascorbic acid	50 mg
Calcium pantothenate	5 mg

from cereals, breads, vegetables, and fruits. Vegetable proteins were fed continuously throughout all six experimental periods, or for a total of 24 weeks. The amino acid pattern of this diet was favorable except for low methionine and high aspartic and glutamic acid values (Table IV). There were six consecutive periods of 4 weeks each followed by a period of "free choice" diet.

During the preliminary experimental period, fats supplied 45% of calories but were reduced to 15% of calories for the periods designated I, II, III, and IV. Carbohydrates were supplied chiefly as starches throughout the preliminary period and in periods I and III. Sugars largely replaced starches in periods II, IV and the recovery period. When the percent of calories from fats was changed from 45 to 15 and back to 45%, this was accomplished by adjusting carbohydrates so as to maintain a constant intake of calories.

The men were weighed daily before breakfast. Complete collections of blood and urine were made for metabolic studies of nitrogen balance and for measurement of fecal sterols. Blood was collected by venipuncture in the fasting state every 2 weeks. Determinations of cholesterol were by a modification of the Zak method (14) and of triglycerides by the Kessler method (15). Nonesterified fatty acids were measured by the method of Dole (16). In the final phase of study, a diet of free choice was permitted.

RESULTS

The soybean diet was remarkably well accepted by the men. Their weight remained constant and they remained in good health, both clinically and biochemically.

TABLE IV

Amino Acid Pattern of Experimental Soybean Diet

	Orient	Provis FAO	"Safe" Intake	Exptl Diet
Lysine	6.2	4.2	1.60	4.65
Histidine	2.8			2.19
Arginine	6.5			5.47
Threonine	3.9	2.8	1.00	2.92
½ Cystine	1.3			1.06
Valine	6.2	4.2	1.60	3.90
Methionine	1.9	2.2	2.20	1.20
Isoleucine	4.9	4.2	1.40	3.60
Tyrosine	2.8	2.8		6.00
Phenylalanine	5.2	2.8	2.20	4.05
Leucine	8.4	4.8	2.20	6.00
Tryptophan			0.50	
Aspartic acid				8.03
Serine				4.10
Glutamic acid				12.46
Proline				4.04
Glycine				2.80
Alanine				3.25

Note that this diet is low in methionine. It also contains large amounts of the dicarboxylic acid amino acids, glutamic and aspartic acids.

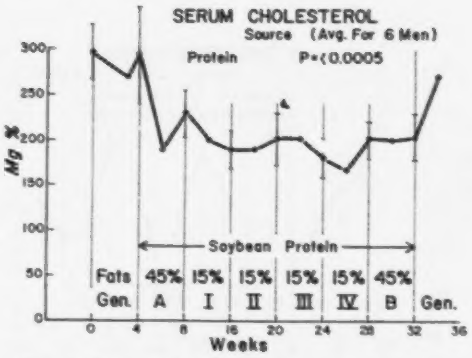

FIG. 1. Serum cholesterol response. Differences resulting from protein source were very highly significant. Differences as a result of source of carbohydrate and fat were not significant.

Initially the men were rather hypercholesterolemic, though none had diabetes mellitus or familial hyperlipemia. High blood lipids are a frequent finding in middle-aged men from this prison.

Serum Cholesterol

As a result of the dietary changes introduced in the preliminary period, e.g., a marked reduction in dietary cholesterol, a change from mixed proteins to vegetable protein, and a change from mixed carbohydrates to complex carbohydrates, the average cholesterol value fell more than 100 mg/100 ml from approximately 295 mg/100 ml to 172 mg/100 ml, a highly significant change (Fig. 1). Throughout the remainder of the experimental period while vegetable proteins were fed, the serum cholesterol remained essentially unchanged averaging about 193 mg/100 ml. It did not rise again until a diet of free choice with mixed sources of proteins and fats was given. Changes from starch to sugar and back again twice did not influence cholesterol concentrations in this experiment. Neither did the change from 45% of fat calories to 15% and back again.

Triglycerides

Triglycerides initially declined to 76 mg/100 ml as a result of the change in dietary

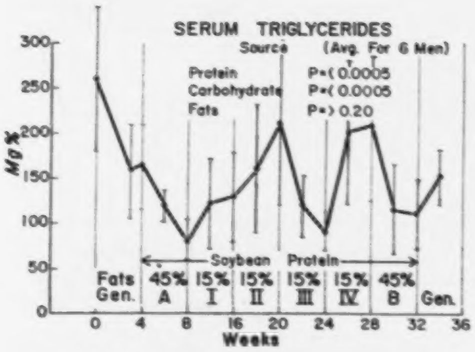

FIG. 2. Serum triglyceride response. Source of carbohydrate was the most significant factor, but both fats and proteins had an effect. Sucrose elevated triglycerides in the serum and starches depressed them.

protein source, cholesterol content and carbohydrate source of the diet. When the fat in the diet was reduced to 15% of calories (Fig. 2), triglycerides rose to 133 mg/100 ml. Although this rise was significant, the resultant value of 133 was still significantly lower than the initial value of 160. Furthermore, in all six patients individual triglyceride values (Table v) remained lower than they had been at the beginning of the study. When sugar replaced starch, however, triglycerides rose promptly and reached a value of 208 mg/100 ml, a highly significant change. After 4 weeks, starch replaced sugar and triglycerides again fell, this time to 88 mg/100 ml despite continuation of the low fat diet. Examination of individual values at

TABLE V
Blood Lipids of the Subjects

Subj	Animal Protein		Soybean Protein												Animal Protein	
			Starch		Starch		Sugar		Starch		Sugar		Sugar			
	Prison	Hosp.	Fat 45%		Fat 15%								Fat 45%		Free Choice	
			A		I		II		III		IV		Recovery			
								Cholesterol								
1	249	228	241	132	194	156	166	157	170	158	151	151	192	181	175	221
2	333	289	302	179	211	209	208	194	223	213	185	168	210	211	210	291
3	287	252	282	198	204	224	210	191	226	214	205	176	209	184	210	254
4	297	284	277	190	216	182	166	167	161	199	163	163	172	176	179	270
5	337	317	407	257	258	221	204	217	215	205	191	178	204	235	244	283
6	282	257	270	205	209	221	209	209	218	227	212	199	230	214	205	283
Avg	*297*	*271*	*296*[a]	*194*[a]	*202*[a]	*202*[a]	*194*[a]	*189*[a]	*202*[a]	*203*[a]	*185*[a]	*173*[a]	*203*[a]	*199*[a]	*204*	*267*
								Triglycerides								
1	138	94	122	104	44	60	70	112	125	84	58	134	162	101	99	175
2	218	192	144	118	83	70	147	106	204	116	82	175	180	126	125	137
3	376	236	246	154	92	152	204	270	326	157	107	251	249	149	—	186
4	256	120	116	104	58	56	79	103	86	77	61	108	100	70	85	99
5	302	124	180	120	104	171	156	141	283	141	109	304	337	223	170	180
6	266	190	176	132	—	146	140	232	222	148	113	247	236	139	167	174
Avg	*259*	*159*	*164*[a]	*122*[a]	*76*[a]	*109*[a]	*133*	*161*	*208*[a]	*119*[a]	*88*	*203*	*211*	*135*	*129*	*159*
Week	0	1	2	4	6	8	10	12	14	16	18	20	22	24	26	28

[a] $P < 0.01$.

Note that the initial triglyceride values at the prison were not fasting. All others were fasting.

this time discloses that the highest was 113 mg/100 ml whereas initially the highest individual value was approximately 240 mg/100 ml. In the next period when sugar again replaced starch the triglycerides rose again to 211 mg/100 ml and remained high until fat calories were restored to 45% at the expense of carbohydrates. At this time the triglycerides fell significantly to 129 mg/100 ml. With a free choice of food the triglycerides rose to approximately the initial value.

Nonesterified fatty acids, which were measured in the fasting condition at regular intervals throughout the entire period of 6 months, remained entirely normal and did not change as a result of dietary modifications.

DISCUSSION

Probably the first experimental evidence that the source of carbohydrates can influence fat metabolism was provided by Portman et al. (17, 18) who found that starch, as compared with sucrose, increased fecal excretion of bile acids and lowered cholesterol in the blood. Administration of sulfasuxidine to both groups of rats eliminated the difference between starch and sugar, thus suggesting that the gastrointestinal flora may be altered by a change in the source of carbohydrates. Certain bacteria are thought to influence the rate of conversion of cholesterol to its catabolic end products and hence reduce the reabsorption of steroid substances from the gut.

A short time later Fillios et al. (19) fed rats on diets providing two sources of carbohydrates, starch, or sucrose, and at the same time they varied the amount of protein in the diet from very low to very high at the expense of carbohydrate. They measured serum lipids and the degree of fat deposition (sudanophilia) on the intimal surfaces of the heart and great vessels. Fat deposition was greatest with the lowest level of protein in the diet. With starch as the carbohydrate source the least amount of sudanophilia was observed when the protein was fed at the level of 8% of calories, but with sucrose as the source of carbohydrate the least sudanophilia occurred when protein furnished 16% of calories. Serum cholesterol concentration was significantly lower when starch was fed as compared with sucrose during the first 3 weeks of the study but this effect diminished by 6 weeks and disappeared thereafter.

Grant and Fahrenbach (20) compared the effects of sucrose and glucose on the cholesterol levels of chicks and rabbits. They found that if the diets contained cholesterol there was a marked difference in the effects of the source of carbohydrates, with sucrose giving higher values than glucose, but when the diets were free of cholesterol there was no effect. It should be noted that they fed very low fat diets. They surmised that possibly fructose in the diet produced this metabolic result. The necessity for cholesterol in the experimental diet suggested that fructose or sucrose may have an influence on the absorption of this sterol from the gut.

It should be noted here that the diet employed in the present study was quite low in fat and contained no cholesterol; hence one might have predicted that changes in source of carbohydrate would affect triglycerides but not cholesterol. This was, in fact, the observed result.

There is a likelihood that part of the effects of feeding complex carbohydrates, as compared with simple sugars, may result from additional factors which accompany the natural foods. These include the nonsaponifiable plant sterols which Beveridge (21) has found to retard the absorption of cholesterol from the gut. They also include complex semidigestible or nondigestible carbohydrates including pectins, gums, and perhaps hemicelluloses and cellulose. Although there is good evidence that sitosterol and pectin reduce absorption from the gut, most people have found that fiber as represented by cellulose does not interfere with absorption. There is one other factor which may influence lipid metabolism when complex carbohydrates, in their natural state, are fed in large quantity. Most grains and vegetables contain substantial amounts of magnesium. Some experimental evidence suggests that magnesium in the diet results in lower concentration of lipids in the blood (22). In the present study neither dietary nor serum magnesium levels were measured.

Keys and his group (23) observed differences between the cholesterol content in the blood of subjects who were fed "Italian" as compared with "American" diets containing either low or moderate amounts of fats. The Italian diets provided carbohydrates from wheat, beans, and leguminous seeds, fresh fruits and vegetables, whereas the American diets contained more sucrose, milk, and meat. The diets furnished similar amounts of fats and protein. Keys found that the carbohydrates of the Italian diet (or substances which accompanied them) resulted in lower concentrations of cholesterol in the blood of their subjects.

Wells and Ershoff (24) found that pectins, when fed in conjunction with an atherogenic diet, could prevent hypercholesterolemia and deposition of cholesterol in the liver of rats, but cellulose or other roughage did not. Keys and his group (25) performed a similar study in man and observed similar results. In other words, pectins reduced cholesterol in the blood significantly, but cellulose did not.

Ian Macdonald (26–28), who has published numerous articles dealing with comparisons of sucrose and starch, has found that healthy men or postmenopausal women react to sucrose or starch differently than do women who are in the reproductive age group. Sucrose causes an increase in lipids of men, but it does not do this in young women. Presumably, therefore, estrogens must influence carbohydrate metabolism in some as yet undefined way. Certainly estrogens do cause glycogen deposition in the vaginal epithelial cells, but it is not known whether carbohydrate metabolism of other tissues is altered.

In several studies, both in animals and man, investigators have failed to confirm the observations that simple sugars, particularly sucrose, increase the concentrations of cholesterol or triglycerides or both in the blood, whereas complex carbohydrates reduce concentrations of these fatty substances. From a careful study of the available publications we have prepared a table (Table VI), which compares those studies in which starch lowered lipids with those in which it did not. In general it appears that: *1*) a moderate to high fat diet containing relatively saturated fatty acids, and an abundance of cholesterol will, in the presence of dietary sucrose, result in an elevation of serum cholesterol but may have a lesser effect on triglycerides. When complex carbohydrates replace sucrose in this diet the serum cholesterol is reduced more than triglycerides. *2*) With diets which are lower in fat, and which contain little or no cholesterol, substitution of sucrose for complex carbohydrates has much less effect on serum cholesterol but a more marked effect on triglycerides. Under these conditions sucrose will raise triglycerides markedly and starch will lower them promptly. There are three reports of failure which are not explained by this generalization.

Hodges and Krehl (29) observed both in metabolic ward studies and in outpatient feeding studies that replacement of sugar by starches resulted in a significant decrease in both the serum cholesterol and the triglyceride concentrations of the blood. They reasoned that large amounts of sugar may be absorbed so rapidly that the normal pathway for carbohydrate metabolism is overloaded. As a result the hexose monophosphate shunt may be used. This would favor the synthesis of fatty acids and perhaps of cholesterol. Kuo and Bassett (30) found that the source of carbohydrate had a very marked effect on triglycerides and a lesser effect on cholesterol and phospholipids of five atherosclerotic patients. Groen and his group in Israel (31) have shown that feeding large amounts of bread resulted in a highly significant decrease in serum cholesterol.

Recently McGandy et al. (32) compared

TABLE VI
A Comparison of the Effects of Starches on Lipid Metabolism, As Reported by Various Authors

Effect	Human Studies, % Calories									Animal Studies, % Calories									
	Author	Ref.	Fats		Protein		Carbohydrate		Chol, mg	Author	Ref.	Fats		Protein		Carbohydrate		Chol	Bile Salts
			Tot.	Type	Tot.	Source	Tot.	Type				Tot.	Type	Tot.	Source	Tot.	Type		
Chiefly on cholestero	Groen	(31)	21	P, S	17	V, A	62	PsCSu	90	Nath	(37)	25	P	25	A, V	50	C	1.0	0.5
	Hodges	(29)	40	S, M, P	16	A, V	44	CPsSu	830	Fillios	(19)	24	H	33 ± Δ	A, V	43 ± Δ	Ps	1.5	0.5
	Macdonald	(33)	3	S, P, M	8	A, V	89	PsCSu	0	Rademeyer	(22)	40	P or S	9	A, V	51	C	0.23	
	Keys	(23)	16	S, M, P	12	A, V	72	CPsSu	330	Portman	(18)	19	P	21	A, V	60	Ps	5.0	1.5
	McGandy[b]	(32)	8	M, S, P	17	V, A	45	PsCSu	425										
	Grande	(34)	40	S, M, P	16	V, A	44	CPsSu	576										
	Avg		26	S, M, P	14	Mixed	59	CPsSu	375			27	Variable	22	A, V	51	C or Ps	1.9	0.6
Chiefly on triglycerides	Kaufmann[a]	(35)	6	P	22	V, A	72	CPs	?										
	Kuo[a]	(30)	28	?	21	?	51	C	?										
	This study		15		16	V	69	CPs	0										
	Avg		16		20		55	CPs	Low										
Nonsignificant										Guggenheim[b]	(38)	11	P	18	A, V	71	Ps	0–1.5	0–0.5
										Farnell	(39)	48	—	18	V	34	Ps	—	—
										Carroll[b]	(40)	29	S, M, P	18	A, V	53	Ps	0–1	—
	Avg											29	Variable	18	Variable	53	Ps	0–1.25	

Fat:
P = poly-
M = mono-
H = hydrogenated
S = saturated

Protein:
A = animal
V = vegetable

Carbohydrates:
Su = sugar
Ps = refined starches
C = complex

[a] Cholesterol also decreased with starch diet.

[b] Triglycerides not reported.

the effects of feeding an excess of simple sugars with the effect of feeding a similar amount of starch. Their men were fed one of three fats: safflower oil, olive oil, or coconut oil. About three-fourths of the total carbohydrates in the diet were supplied as starch and one-fourth as sugar, or vice versa. The sugar was supplied either as sucrose or as sucrose and lactose. Cholesterol values in the blood were significantly higher when sugar or sugar and lactose were fed than they were when starch was fed to five of the six experimental groups. In the case of safflower oil the difference between sugar and lactose as compared with starch was not significant. The greatest difference was observed in the coconut oil group where sugar and lactose resulted in a cholesterol concentration which averaged 31.4 mg/100 ml higher than that for starch. This difference was highly significant. The authors could not explain the effects of coconut oil. Despite the significant differences they stated, "... it seems unlikely that alterations in the sources of dietary carbohydrates would be a useful addition to modifications of dietary fat in achieving blood cholesterol reduction." This interpretation is contrary to that of several investigators mentioned above. It would have been very interesting had they published triglyceride values.

If one applies Keys' formulas to the present study, one would predict a decrease in serum cholesterol of 28.5 mg/100 ml as opposed to the observed value of approximately 100 mg/100 ml decrease. We believe part of this difference can be explained by the source of protein. If triglycerides are also important in the genesis of atherosclerosis, close attention should be paid to the carbohydrate source.

We cannot discuss at length the controversies surrounding epidemiologic studies which are compatible with the idea that sugar in the diet of man, especially when it replaces complex carbohydrates and their associated factors (plant sterols, pectins and magnesium) may be related causally to hypercholesterolemia, hypertriglyceridemia, and coronary atherosclerotic heart disease.

SUMMARY

1) Current theories regarding dietary fats and cholesterol are inadequate to explain the differences between cholesterol and other lipid levels in the blood of Orientals as compared with Westerners.

2) To test the hypothesis that the source of carbohydrates in the diet of man can affect lipid metabolism a group of six healthy men were fed a diet which simulated that of the Orient. This provided protein from vegetable sources, a low fat intake (from vegetable oils), an absence of cholesterol, and a comparison between sugar or complex carbohydrates as the major source of carbohydrates.

3) As soon as vegetable protein replaced animal protein, serum cholesterol levels decreased markedly and remained low regardless of source of carbohydrate (sugar versus starch) or level of fat (15 versus 45% of calories).

4) Serum triglycerides were very responsive to source of carbohydrates, rising with sucrose and falling with starch. Although the level of fat calories did affect triglyceride levels, the source of carbohydrate was the dominant factor.

5) The mechanism of this carbohydrate effect is not clear, but several possibilities are discussed.

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Wholesomeness and Acceptability

Soybean Proteins for Human Diets?[1]

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ALTHOUGH COMMONLY considered a product suitable only for animal feed or commercial processing, soybeans may, in the near future, make an important contribution to "Western" diets (1). Actually, soybeans were a part of the diet of Oriental peoples as early as the year 3000 B.C. Originally brought to the U. S. in 1804 as ballast aboard a ship from China, they were first grown as an agricultural curiosity. About 1890, the U. S. Department of Agriculture began a research project to evaluate the possibility of using the stems and leaves of soybeans as a form of silage. In 1915, when World War I threatened a shortage of cotton seed oil, additional research was begun into the possibility of using soybean oil as a substitute, and when the United States entered the war in 1917, one of the first agricultural efforts to assist the war economy was to expand research programs on soybeans with a view toward finding plentiful and inexpensive sources of protein for human consumption. Since then, soybean meal has become an increasingly important source of protein for human nutrition (2).

Even so, in the United States, soy proteins are now used only in limited quantities in the human diet, mostly as flours, concentrates, and protein isolates (3). Soy protein isolates, because they contain approximately 95 per cent protein, can be converted into an edible fiber by utilizing the same techniques employed in the textile industry to produce fine filaments or fibers. Bundles of these fibers can then be fabricated into simulated meat products referred to in this paper as "isolated soybean protein food" (ISP) (4). During the past two years, we have used ISP foods[2] in various experimental diets designed to evaluate palatability, wholesomeness, and metabolic effects.

Methods

THE DIETS

Isolated soy protein foods used in these studies were flavored to resemble chicken, seafood, ham, or beef. These products contain, on a moist-weight basis, approximately 25 per cent soy protein, 5 per cent added fat, 6 per cent added carbohydrate, and 64 per cent water (5). Thus, they are closely similar to meat in caloric density, having approximately 50 calories per ounce as compared with 52 for cooked lean beef (6). Furthermore, the amino acid content of these foods compares favorably with that of cooked beef (Table 1).

TABLE 1 **Amino acid content of isolated soy protein foods compared with that of beef round**

AMINO ACID	ISOLATED SOY PROTEIN (5)*	BEEF ROUND (7)
	gm./100 gm.	*gm./100 gm.*
Tryptophan	0.46	0.23
Isoleucine	1.04	1.02
Leucine	1.79	1.60
Threonine	0.94	0.86
Lysine	1.41	1.70
Methionine	0.36	0.48
Cystine	0.71	0.25
Phenylalanine	1.29	0.80
Tyrosine	0.84	0.66
Valine	1.22	1.08

*Average for four products, corrected for moisture.

Because some of these studies were designed to control the type of dietary fat as well as the quantity, we used products that contained very small amounts of fat of a highly unsaturated type. Thus, of the 5 per cent fat content, approximately half was represented by linoleic acid whereas about 23 per cent was saturated and 17 per cent monounsaturated. In a few studies, products were used which contained very small quantities of cholesterol, but in

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[1] Supported by General Mills, Inc., Minneapolis. Received for publication August 10, 1967.

[2] Supplied by General Mills, Inc., Minneapolis.

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most diets, cholesterol was totally absent (5).

Two other isolated soy protein foods with a higher fat content were used, but in small quantities. One of these was dry simulated hamburger containing 22 per cent fat, which was considerably more saturated. The other was simulated bacon containing 25 per cent fat which was partially hydrogenated (8).

The diets of patients hospitalized on the metabolic ward were all prepared and served by the dietetic staff of the metabolism unit. These diets contained virtually no animal protein. An additional group of out-patients ate prescribed meals, first in the metabolic dining area, then in their own homes. They were allowed two glasses of skim milk daily; otherwise, their protein came entirely from vegetable sources.

THE SUBJECTS

The hospitalized subjects (two groups of six each) were prison volunteers who were healthy, middle-aged men. They were housed on the Metabolic Ward for twenty-four weeks, during which time they were under complete metabolic discipline. Daily measurements were made of their weight, and complete collections were made of all urine and feces. In addition, their diets were carefully weighed to insure a precise intake. Blood was collected in the fasting state at two-week intervals.

The out-patients were students and their wives who volunteered to eat all of their meals in the Metabolic Ward dining facilities for four weeks, during which time dietitians prepared and served meals. The dietitians also instructed the students' wives in preparation and serving of isolated soy protein foods. At the end of four weeks, they were given menus, recipe books, and supplies of soy protein foods which they prepared and served in their own homes. Some couples continued these diets for as long as five months at home, but others discontinued after a shorter period of time.

LABORATORY PROCEDURES

Routine determinations (Table 2) were made of the white blood count, hemoglobin concentration, hematocrit, blood urea nitrogen, serum proteins, creatinine, cholesterol (20), triglycerides (21), and nonesterified fatty acids (22). Urine was examined at regular intervals for pH, specific gravity, protein, glucose, and blood. Aliquots of food, urine, and feces were analyzed for nitrogen content to permit calculation of nitrogen balances in the hospitalized patients.

Results

The experimental diet containing ISP products was remarkably well accepted by all in-patients. They maintained weight and remained in good health, both clinically and biochemically. Similarly, acceptance by the out-patients was high during the period when dietitians prepared and served meals, but when the students' wives had to prepare and serve meals at home, acceptance became variable. Enthusiasm decreased, and at this time some subjects resigned from the study. Among the various complaints, some stated that the time to prepare and serve meals was excessive (actually it was shorter than for most customary forms of protein). Others expressed annoyance with the monotony of the diet and complained of inability to eat familiar "snack items." Of course, these complaints apply to any metabolic study, regardless of the diet.

In response to a questionnaire submitted to all participants after the study, most reported that they preferred simulated beef and chicken; few preferred simulated ham and seafood. In some instances, subjects disliked an ISP product itself, but often they disliked the natural food which it simulated. A few patients complained of abdominal cramping and gas after eating soy protein foods. A majority, however, had no symptoms and three-fourths of the out-patients indicated that they had enjoyed participating in the study. It has been shown by others that highly purified soybean products, such as sodium soy proteinate, produce little or no flatulence in man, whereas other soy foods may produce more (23-27).

LABORATORY RESULTS

In-Patients. The six prison volunteers who received all of their proteins from vegetable sources

TABLE 2 **Normal and observed ranges for some laboratory procedures made on prison volunteers**

DETERMINATION	METHOD	REFERENCE	NORMAL RANGE (9)	OBSERVED RANGE*
White blood count	Davidsohn-Wells	10	5,000-10,000/cu.mm. blood	7,500-12,700/cu.m. blood
Hemoglobin	Hainline	11	13.5-17.0 gm./100 ml. blood	13.5-14.5 gm./100 ml. blood
Hematocrit	Wintrobe	12	44-50% blood	40-50% blood
Total protein	Wolfson	13	6.5-8.2 gm./100 cc. serum	6.0-8.0 gm./100 cc. serum
Vitamin A	Carr-Price	14	25-70 mcg./100 ml. serum	30-60 mcg./100 ml. serum
Carotene	Carr-Price	14	40-150 mcg./100 ml. serum	85-150 mcg./100 ml. serum
Ascorbic acid	Schaffert-Kingsley	15	0.4-1.0 mg./100 ml. plasma	0.4-0.8 mg./100 ml. plasma
Thiamine	Mickelsen-Condiff-Keys	16	60-130 mcg./gm. creatinine	350-1,500 mcg./gm. creatinine
Riboflavin	Slater-Morell	17	80-270 mcg./gm. creatinine	100-1,600 mcg./gm. creatinine
Vitamin B_{12}	Baker-Sobotka	18	300-900 mmg./ml. plasma	400-800 mmg./ml. plasma
BUN	Marsh *et al*	19	5.0-20.0 mg./100 ml. blood	9.0-19.5 mg./100 ml. blood

*Average for 6 men.

maintained excellent clinical health as well as entirely normal biochemical values for hemoglobin, hematocrit, and urea nitrogen (Table 2). Total serum proteins and individual serum protein fractions remained normal, and the nitrogen balance remained positive (Figure 1). Urinary values of pH, specific gravity, protein, sugar, and blood were also normal. It was noted at the end of the study, after the men were permitted to eat unlimited quantities of their favorite foods, that there was a marked increase in the leukocyte count (Table 3). This has been observed before, but no explanation is apparent.

Serum cholesterol and triglyceride values were markedly influenced by these diets as reported elsewhere (28). The average decrease in serum cholesterol was approximately 100 mg. per 100 ml., and there was a similar, roughly parallel decrease in triglyceride values. Nonesterified fatty acids determined in fasting blood samples were not influenced by this diet. Both the source of carbohydrates and the percentage of fat calories significantly influenced serum triglycerides. Sucrose resulted in the greatest increase in triglyceride values, and a low-fat intake also caused a significant hypertriglyceridemia. Either a high-fat diet or substitution of complex carbohydrates for sucrose resulted in equally significant reduction in triglycerides. The decrease in cholesterol resulting from this diet was greater than that which would have resulted from changes in fatty acids and cholesterol in the diet as calculated by the formulas of Keys *et al.* (29).

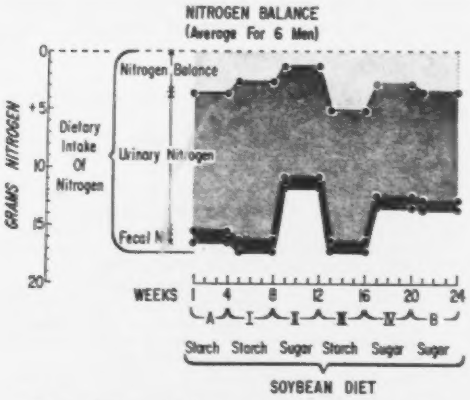

FIG. 1. *Nitrogen balance of men receiving ISP diet. All remained in positive nitrogen balance during 24-week experimental period. During "starch" periods, total protein intake derived from bread, cereals, and so on, was higher than during "sugar" periods. Note that nitrogen balance was less positive when sugar replaced complex carbohydrates.*

OUT-PATIENTS

Routine determinations of white blood count, hemoglobin, hematocrit, and urinalyses remained normal throughout the study. Serum cholesterol decreased considerably but not to as great an extent in the young out-patients as in the prison volunteers who had much higher serum cholesterol initially.

Discussion

It is apparent that soy protein foods, when provided in a form simulating meat, are quite acceptable to healthy Americans, whether they are hospitalized or fed as out-patients. The time during which the subjects continued to eat the diet at home, after conclusion of the metabolic ward study, varied considerably. Six discontinued the soybean diet within a month, while one continued for the entire five months remaining in that school semester. The average time the patients prepared and ate soy products at home was two months. Reasons for discontinuing varied with almost every subject. Some had tired of the diet, others found it more convenient to eat

TABLE 3 **White blood count of subjects**

SUBJECT	WHITE BLOOD COUNT PER CUBIC MILLIMETER OF BLOOD							
	Animal protein diet	Soybean protein						Animal protein—free choice
		Diet A*	Diet I†	Diet II‡	Diet III†	Diet IV‡	Diet B#	
No. 1	9,500	10,900	9,075	11,075	12,200	8,475	12,100	16,290
No. 2	12,400	15,250	11,350	14,325	12,000	10,075	12,575	21,950
No. 3	9,600	12,750	10,650	9,525	12,825	10,750	11,525	10,075
No. 4	5,650	7,400	6,925	6,200	7,000	6,450	6,950	10,250
No. 5	15,550	9,875	10,600	11,250	13,275	14,100	11,875	18,450
No. 6	11,800	12,475	8,325	11,850	12,500	12,075	10,725	13,975
Average . . .	10,758	11,442	9,488	10,704	11,633	10,321	10,958	15,165

*High complex carbohydrate diet, 45% calories as fat.
†High complex carbohydrate diet, 15% calories as fat.
‡High simple carbohydrate diet, 15% calories as fat.
#High simple carbohydrate diet, 45% calories as fat.

TABLE 4 Vitamin and mineral supplements added to ISP diet

NUTRIENT	AMOUNT
Minerals*	
Anhydrous magnesium hydroxide, $Mg(OH)_2$	597.3 mg. (249.0 mg. Mg)
Potassium iodide, KI	133.3 mcg. (101.9 mcg. I)
Calcium acid phosphate, $CaH_4(PO_4)_2H_2O$	3774.0 mg. (600 mg. Ca, 927.6 mg. P)
Ferric citrate, $FeC_6H_5O_7\,3H_2O$	42.9 mg. (8.9 mg. Fe)
Potassium chloride, KCl	1950.0 mg. (1022.7 mg. K)
Daily Multiple Vitamin Capsule†	
Vitamin A palmitate	5,000 U.S.P. units
Vitamin D (calciferol)	500 U.S.P. units
Thiamine mononitrate	3 mg.
Riboflavin	3 mg.
Pyridoxine hydrochloride	1 mg.
Vitamin B_{12} (cobalamin concentrate)	2 mcg.
Niacinamide	20 mg.
Ascorbic acid	50 mg.
Calcium pantothenate	5 mg.

*Added to ISP per 70 gm. protein.
†Squibb—1 per day per man.

at restaurants and cafes, and still others were finishing their course of study and moving away.

The reasons for participation in the first place also varied, but undoubtedly, the money saved by receiving a meat substitute free of cost was a major factor. This was not, however, the sole reason, since some of the subjects felt the diets were easier to prepare and a few preferred soy products to the natural foods they simulated. The flavor and texture of these foods resembles meat sufficiently to satisfy most tastes. Although several methods were used in preparing and serving these foods, undoubtedly new and more attractive menus can be devised for wider appeal. Furthermore, it is likely that additional instruction of subjects would eliminate many complaints about difficulty in preparation of soy protein foods in the home.

An excellent amino acid mixture, as indicated by chemical analysis, practically assured the wholesomeness of these products, an assumption confirmed by clinical observation. The isolated soy protein foods used in this study did not contain appreciable amounts of vitamins or minerals; the subjects all were given dietary supplements as pills or capsules (Table 4). Measurements of blood and urine levels of vitamins indicated that neither absorption nor metabolism of these substances was in any way influenced by the soy protein diet (Table 2). The high rate of urinary excretion of thiamine and riboflavin reflects the fact that we gave vitamins in a single daily dose rather than in three divided doses.

Our observations reported elsewhere (28) concerning a reduction of serum cholesterol and triglyceride as a result of this type of diet simply confirm epidemiologic studies indicating that people in underdeveloped countries, where diets contain little saturated fats and cholesterol and are composed largely of vegetable protein, do have low serum lipid levels.

Summary

Isolated soy protein foods, processed to resemble familiar animal protein foods, were successfully fed to a group of twelve hospitalized patients (prison volunteers) and to twenty-six students and their wives. All subjects consuming these diets remained in good health, and only a few had subjective symptoms of abdominal cramping and gas. Clinical and laboratory determinations confirmed the maintenance of good health. These studies indicate that soy proteins, as the major source of protein in the human diet, are both nutritious and acceptable.

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Protein Quality of a Soybean Protein Textured Food in Experimental Animals and Children [1,2]

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ABSTRACT Studies were carried out in experimental animals and children to evaluate the protein quality of a textured food simulating ground beef, and made from isolated soybean protein with added egg albumin and wheat gluten. On the basis of a PER value of 2.50 for casein, the PER of the textured food and of natural dehydrated beef was 2.30 and 2.34, respectively. Highest weight gain was obtained with diets containing 16.7 and 16.3% protein, from the soybean protein textured food and casein, respectively. NPU values were 62.6 for casein and 59.1% for the soybean protein textured food. Heating of the soybean protein textured food increased weight gain but not the PER. Heating of the protein isolate and of the fiber made from it improved both. Apparently this treatment caused the elimination of adverse physiological factors inherent in soybean, or the removal of substances in the product derived from the preparation process. At the 10% protein level, supplementation with lysine and methionine added together, but not alone, improved protein quality. Growth and nitrogen balance studies with dogs indicated that the soybean protein textured food had essentially the same protein quality as that of dehydrated beef. True protein digestibility and biological value were 92.3 and 65.3%, respectively, for the soybean protein textured food, and 87.0 and 67.4% for the dehydrated beef. The results in children show that, at a protein intake level of 2 g/kg/day, no difference in quality was evident between skim milk and the soybean protein textured food. Nitrogen equilibrium was obtained when the children received approximately 138 mg of nitrogen from the soybean protein textured food, as compared with 97 mg from milk. The true protein digestibility and biological value was 92.3 and 65.3%, respectively. It was concluded that the protein quality of the soybean protein textured food was about 80% of that from milk. It was readily accepted by the children and free of adverse physiological effects.

Highly purified proteins are being isolated now from oil-free, food-grade protein concentrates such as soybean, cottonseed and sesame. Among these, protein isolates prepared from oil-free soybean flakes have received the greatest attention. The protein content of the isolate runs as high as 95%, and the products are bland in taste and have none of the flavors normally associated with the flours and other similar products (1–3).

The protein isolates are available in monofilament, granular or powder forms, which make them suitable for a wide range of functional uses, such as whipping, emulsifying, gelling, stabilizing, thickening and moisture-binding. Thus, the number of food products which can be made from them is practically unlimited.[3,4]

The essential amino acid pattern present in such isolates is, in the majority of cases, essentially the same as that in the material from which it was prepared. However, the process of isolation, eliminating certain protein fractions, as well as the use of variable temperatures, treatment with chemicals and pH changes, may alter the nutritive value of such products. Information on the nutritive value of the protein of these isolates is not very extensive, and

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there is even less material or possibly none at all on textured foods prepared from them.

The purpose of the work reported in this paper was, therefore, to evaluate the protein quality of a ground meat-like soybean protein textured food, in experimental animals and children.

MATERIALS AND METHODS

Soybean protein textured food.[7] The soybean protein textured food used in the biological studies to be described was obtained from General Mills, Inc. Commercially available protein isolates prepared from soybean meal, when dispersed in aqueous alkali, display pseudo-plastic characteristics. Such a viscous "dope," when forced through textile spinnerets into a suitable coagulation bath, is converted into continuous multiple monofilaments. Absence of hardening or chemical cross-linking agents permits their use as digestible structural elements for a new class of foods that are chewed. Suitable choice of flavoring, binding and other materials can give rise to products analogous to meat or other textured natural foods.

Protein suspensions for spinning were prepared using 16% of isolate solids in aqueous alkali of pH 12.0 at room temperature, with total alkaline exposure time of less than 10 minutes. Monofilament production was achieved by extrusion of the alkali suspension through platinum-rhodium alloy spinnerets into an aqueous bath of acetic acid, hydrochloric acid and sodium chloride, maintained at pH 3.5. The fibrils were subsequently rinsed free of precipitant and squeeze-dried before compounding. After thorough admixture of fibrils with all other formula ingredients, plus added water, the resultant mass was heated briefly to coagulate the albumin. The "beef" analogue so obtained was ground to granules and dried in hot air to less than 3% moisture content.

In this nutritional study, a simulated beef granule of the following dry weight percentage composition was used as test material: soybean protein fibrils, 28.8; vegetable fat,[8] 21.5; egg albumin, 12.3; wheat gluten, 11.8; toasted soybean meal, 9.6; vegetable protein hydrolysate, 1.7; brown sugar, 4.9; and non-nutritives (as flavoring, coloring), 9.4. In addition to the final product, the soybean protein isolate and spun fibrils made from it were also tested for protein quality per se in experimental animals. Samples were taken for chemical analysis before the feeding tests were begun. Aliquots of the isolate used and the resultant fibrils were withdrawn from the process stream and freeze-dried. Amino acid chromatography was carried out on the isolate, the fibrils and the dried finished product. The results are shown in table 1. Other proteins used for comparative purposes were vitamin-free casein and dehydrated beef. The dehydrated beef was round steak which was cut into small pieces and dried in an air convection oven at 70°. It was then ground to a powder, and at least 10 samples were

TABLE 1

Proximate composition and amino acid content (%)[1,2]

	Soybean protein		
	Isolate	Fibrils	Textured food
	%	%	%
Moisture	2.1	4.3	2.8
Ether extract	0.6	0.4	22.2
Crude fiber	0.5	0.7	1.3
Nitrogen	15.00	15.04	8.68
Protein (N × 6.25)	93.7	96.2	54.2
Ash	1.9	0.6	2.4
Lysine	5.41	5.12	3.22
Histidine	2.95	2.64	1.70
Ammonia	1.48	1.44	1.21
Arginine	7.67	7.85	4.54
Aspartic acid	9.85	10.51	6.12
Threonine	3.46	3.22	2.18
Serine	4.84	4.20	3.47
Glutamic acid	10.15	6.18	13.95
Proline	5.54	4.49	4.26
Glycine	3.08	2.93	2.10
Alanine	3.47	3.38	2.58
½ Cystine	0.84	0.72	0.96
Valine	3.98	4.22	3.16
Methionine	1.19	1.04	0.89
Isoleucine	4.58	4.46	3.28
Leucine	7.60	6.95	5.12
Tyrosine	3.62	3.62	3.08
Phenylalanine	5.45	5.12	3.97
Protein (N × 6.25)	95.3	96.9	56.4

[1] Proximate composition from INCAP laboratories on samples used for biological tests.

[2] Amino acid chromatographic analysis performed by the Department of Biochemistry, University of Minnesota, Minneapolis.

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[7] Registered as "Bontrae," a generic name for General Mills, Inc., specialties of the spun protein class.

[8] Percentage fatty acid spectrum: myristic, 0.3; palmitic, 15.3; palmitoleic, 0.1; stearic, 9.9; oleic, 56.5; linoleic, 16.6; and linolenic, 1.4.

analyzed for proximate composition. All materials were kept under refrigeration at all times.

Biological tests with rats

The protein quality of the soybean protein textured food, of the isolate and of the protein fibers, was evaluated by several procedures, using rats. In all experiments weanling white rats of the Wistar strain, from the INCAP colony, were used. The number of animals used per experiment varied as indicated in the tables presenting the results. Each group consisted of equal number of female and male rats, distributed by weight so that the average initial weight was the same for all groups within an experiment. The animals were placed in individual all-wire screen cages with raised screen bottoms. They were fed ad libitum, and water was available at all times. For growth and PER studies, the changes in weight and in the amount of food consumed were recorded every week for a total of 28 days. All diets were analyzed for nitrogen content. In some experiments the animals were killed at the end of the growth period, and blood and liver collected for analysis. Protein evaluation with rats was carried out by a) feeding increasing levels of protein from the textured food, and calculation of PER; b) by the net protein utilization (NPU) assay, and c) by amino acid supplementation and PER calculation at a 10% protein level in the diet.

The NPU assay was carried out by feeding weanling rats for a 10-day period with the protein under study added to provide a 10% protein level in the diet. A group of rats was fed a nitrogen-free diet to correct for endogenous body nitrogen. At the end of the experimental period, the animals were weighed, killed, opened and placed in a hot-air oven at 80° for drying to constant weight. The whole dry carcass was ground in a micro-Wiley mill to pass 20 mesh. Duplicate samples were then taken for nitrogen analysis by the Kjeldahl method. NPU was calculated from the following formula (4):

$$\text{NPU} = \frac{\text{Carcass N test group} - \text{carcass N (N-free diet) group}}{\text{Dietary N intake}}$$

The composition of the basal diet (nitrogen-free diet) was: (in %) cottonseed oil, 11.72; cod liver oil, 1.00; mineral mixture (5), 4.00; dextrose, 25.00, and cornstarch, 58.28. All diets were supplemented with 5 ml of a complete B-vitamin mixture, per 100 g of diet (6). For the studies in which several levels of protein were fed, the soybean protein textured food, casein [a] and the dehydrated beef, replaced the cornstarch, and oil was added to keep the level of total calories constant (431 kcal/100 g). When amino acids were added, these also replaced part of the cornstarch. When the protein isolate and the fiber were tested in an experiment, these were included in the basal diet in amounts supplying 10% protein in the diet.

In some studies, the materials were cooked, even though the soybean protein textured food received had already been cooked. In this process the dried material was treated in the autoclave with an amount of water equal in weight, for 5 minutes, at 122.5°. After cooling all samples were freeze-dried, ground and stored under refrigeration until they were incorporated into the diets.

Biological tests with dogs

Growth studies. Twelve 2-month-old mongrel dogs, six of each sex, weighing between 1.6 to 2.7 kg, were used in these studies. The dogs were distributed into two equal groups according to weight and sex, one of which was fed the soybean protein textured food and the other dehydrated beef. The average initial weights of the 2 groups were practically the same (2.156 kg vs. 2.191 kg). The dogs from each group were fed approximately 9 g of protein/kg/day and 168 kcal/kg/day for 60 days. The soybean protein textured food and the dehydrated beef were incorporated into a diet containing: (in %) soybean protein textured food, 50.0 or dehydrated beef, 50.0: hydrogenated vegetable oil, 10.0; cod liver oil, 1.0; mineral mixture (5), 2.0; dextrose, 0.8; and dextrin, 29.0. The diet was also supplemented with 5 ml of a complete vitamin solution per 100 g (6). Each day, the amount of food to be offered the dogs was weighed and suspended in water warmed at 38°. Records of weight changes were kept every 2 days.

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[a] Nutritional Biochemicals Corporation, Cleveland.

Nitrogen balance. After completion of the experiment described above, the protein quality of the soybean protein textured food was studied by the nitrogen balance method. The animals were fed decreasing levels of protein per kilogram of body weight, from approximately 6 g to zero. During the last 12 days of the study, a nitrogen-free diet of the same composition described above was fed, except that the protein source was replaced by dextrin. The animals were weighed every 4 days to adjust for protein and calorie intake. The intake of calories was kept constant at 168 kcal/kg/day. Each level of protein was fed for 8 days divided into two 4-day balance periods. Feces and urine were collected daily and, at the end of each 4-day period, they were weighed or measured, homogenized and analyzed for total nitrogen content. The urine was collected in dark bottles containing 1 ml of concentrated acetic acid.

Nitrogen balance studies in children

Eight children between 22 and 72 months of age, and weighing between 9.03 and 16.25 kg, were used in these studies. These children entered the INCAP metabolism unit with protein-calorie malnutrition, but were in good health and completely recovered by the time they were placed on the protein evaluation study.

Each child was first fed whole milk for a 10-day period, to provide 2 g of protein/kg/day, followed by the feeding of the soybean protein textured food at decreasing levels of protein intake from 2 to zero grams of protein/kg body weight/day. Each level of protein was also fed for 10 days. The intake of calories remained constant at 100 kcal/kg/day. Vitamins[10] and ferrous sulfate (0.32 g/day) were added to each child's diet, in physiological amounts. The first 4 days of each 10-day period were used as an adaptation to the dietary change, and two 3-day balance periods were obtained from the remaining 6 days, in which feces and urine were collected quantitatively. An aliquot of the food consumed was also collected for nitrogen analysis every 3 days. Urine was collected in bottles containing 1 ml of concentrated acetic acid, which were constantly immersed in ice. The 3-day urine and fecal collections were weighed and homogenized before nitrogen analysis, which was performed by the macro-Kjeldahl method.

A representative composition of the daily food consumed both for the milk and the soybean protein textured food feeding is given in table 2 for case PC-164. To feed decreasing levels of protein, the soybean protein textured food was replaced by a mixture of dextrin, maltose and hydrogenated vegetable fat.

TABLE 2
Representative daily intake

	Milk[1]	Textured food[1]
	g	*g*
Whole milk	108	—
Sugar	70	80
Cornstarch	20	40
Mixture of dextrin and maltose	111	121
Margarine	2	—
Salt	1	—
Water	888	719
Soybean-protein textured food	—	51
Hydrogenated vegetable fat	—	19
Tomato and onion flavoring	—	10
Salt	—	2
Water	—	1604

[1] A multivitamin preparation and $FeSO_4$ was given daily to the children in both diets.

RESULTS

Rats. The effect of feeding increasing levels of protein from the soybean protein textured food, from casein and from dehydrated beef is shown in table 3. At the 11.6% protein level in the diet, both protein sources gave maximum PER, with casein giving the highest, 2.66, as compared with 2.44 for the soybean product. On the basis of a PER of 2.50 for casein, the textured protein food would have a PER of 2.30, similar to that found for dehydrated beef.

As the protein content of the diet increased above 12%, PER decreased. The decrease was similar for all protein

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[10] Each 0.6 ml provided 5000 IU vitamin A; 1000 IU vitamin D; 1 mg thiamine; 0.4 mg riboflavin; 1 mg pyridoxine; 2 mg panthotenic acid (no salt); 5 mg nicotinamide; and 50 mg ascorbic acid.

TABLE 3

Growth performance and other parameters of rats fed decreasing protein levels from the soybean protein textured food (SPTF), casein and dehydrated beef (12 rats/group)

Protein source	Amount in diet	Protein in diet	Avg wt gained[1]	PER	Serum proteins		Liver		
					Total	Albumin	Fresh wt	Moisture	Fat[2]
	%	%	g		%	%	g	%	%
SPTF	9.21	7.4	35 ± 15[3]	1.58 ± 0.53	4.74 ± 0.28	2.44 ± 0.35	4.6 ± 3.8	65.4 ± 3.8	24.1 ± 10.7
SPTF	18.43	11.6	125 ± 21	2.69 ± 0.21	5.43 ± 0.37	3.04 ± 0.26	8.3 ± 1.4	66.9 ± 0.9	16.0 ± 4.5
SPTF	27.64	16.7	158 ± 22	2.28 ± 0.20	6.09 ± 0.38	3.18 ± 0.21	10.7 ± 1.7	67.0 ± 0.4	12.5 ± 3.3
SPTF	36.85	20.4	162 ± 34	2.04 ± 0.24	6.07 ± 1.00	3.10 ± 0.29	10.8 ± 2.5	67.6 ± 0.9	11.7 ± 3.4
SPTF	55.28	30.8	141 ± 30	1.32 ± 0.20	6.12 ± 0.36	3.11 ± 0.28	10.2 ± 1.7	68.2 ± 0.5	10.2 ± 1.6
Casein	5.60	7.2	29 ± 11	1.39 ± 0.53	4.78 ± 0.48	2.79 ± 0.27	4.5 ± 1.6	65.7 ± 3.8	32.4 ± 8.9
Casein	11.20	11.7	116 ± 18	2.66 ± 0.15	5.16 ± 0.42	2.92 ± 0.18	8.1 ± 1.0	67.4 ± 1.0	16.3 ± 3.7
Casein	16.80	16.3	165 ± 40	2.14 ± 0.30	5.81 ± 0.28	3.12 ± 0.20	10.6 ± 2.7	67.8 ± 0.7	13.9 ± 2.6
Casein	22.40	22.1	169 ± 37	1.91 ± 0.31	6.03 ± 0.29	3.33 ± 0.23	10.7 ± 2.3	68.0 ± 0.7	12.2 ± 1.9
Casein	33.60	31.4	170 ± 44	1.44 ± 0.22	6.03 ± 0.30	3.18 ± 0.11	10.9 ± 2.4	67.8 ± 0.8	11.5 ± 1.2
Dehydrated beef	8.31	8.4	51 ± 17	2.02 ± 0.38	—	—	—	—	—
Dehydrated beef	16.62	12.2	123 ± 22	2.66 ± 0.30	—	—	—	—	—
Dehydrated beef	24.93	17.0	151 ± 35	2.40 ± 0.29	—	—	—	—	—
Dehydrated beef	33.24	22.0	156 ± 34	1.94 ± 0.24	—	—	—	—	—
Dehydrated beef	41.55	27.5	166 ± 35	1.58 ± 0.26	—	—	—	—	—

[1] Average initial weight, 49 g.
[2] Dry weight basis.
[3] SD.

sources. The average weight gained per dietary protein level for each of the protein sources was similar, except in the groups fed the 30% protein level, where the soybean protein textured food showed an unexpected weight decrease. Weight gain reached a plateau with diets containing 16.7, 16.3 and 17.0% protein, for the soybean protein textured food, casein and dehydrated beef, respectively. Food intake was also very similar for all proteins within each protein level in the diet.

The table also shows values for total serum protein, albumin concentration, and the fresh weight of the liver and liver fat, with respect to protein level of intake for two of the protein sources. In both cases total serum protein increased as dietary protein level was raised in the diet. The increase was similar for both protein sources. Similar tendencies were found in albumin content, and the values found at each level of protein intake were similar, except at the lowest level, where the soybean protein textured food gave a lower value than casein and was statistically significant at the 5% level.

Fresh liver weight correlated with body weight for both protein sources. Liver fat decreased as protein in the diet increased. However, it remained essentially the same for protein levels above 16% in the diet.

Table 4 shows the PER and NPU of the protein isolate, fiber and soybean protein textured food as well as those of casein. The isolated protein had the lowest PER, followed by the protein fibers. The PER of the soybean protein textured food gave a value equivalent to 89% of the value of casein, which is similar to that found in the previous study. NPU results correlated with PER values, with the exception of the protein isolate.

TABLE 4

PER and NPU values of isolate, fiber and soybean protein textured food (12 rats/group)

Protein	Avg wt gain [1]	PER	NPU
	g		
Isolate	5 ± 10 [2]	0.33 ± 0.30	39.0 ± 9.4
Fiber	59 ± 14	1.90 ± 0.31	36.7 ± 6.5
Textured food	123 ± 26	3.01 ± 0.27	56.5 ± 8.6
Casein	114 ± 28	3.38 ± 0.32	61.1 ± 8.9

[1] Average initial weight, 44 g.
[2] SD.

The results obtained with the isolate were unexpected, since the process used to obtain the product consists of a simple extraction with an alkaline reagent, and there was no reason to believe that it could cause damage to the protein. Since it has been shown that heat treatment is beneficial for soybeans, destroying trypsin inhibitors, it was decided to repeat the previously presented study, using heat-treated products. The results are shown in table 5. It is interesting that heat treatment of the isolate and of the fiber caused a significant increase in weight gain as well as in PER. Food intake for the isolate doubled upon heat treatment. Heating of the soybean protein textured food did not increase PER but a significant increase took place in weight gain, with a higher intake of

TABLE 5

Effect of cooking on the protein quality of the isolate, fiber and soybean protein textured food (8 rats/group)

Protein	Wt gain [1]	Avg food consumed	PER
	g	*g*	
Isolate	−5 [2]	159	—
Fiber	59 ± 22 [3]	309	1.88 ± 0.56
Soybean protein textured food	98 ± 20	326	3.30 ± 0.25
Casein	118 ± 21	365	3.53 ± 0.30
Isolate (heat-treated)	81 ± 13	340	2.44 ± 0.32
Fiber (heat-treated)	72 ± 11	320	2.23 ± 0.34
Soybean protein textured food (heat-treated)	138 ± 20	414	3.38 ± 0.19
Casein (heat-treated)	130 ± 22	379	3.38 ± 0.28

[1] Average initial weight, 42 g.
[2] Three animals out of eight died.
[3] SD.

food. Only weight gain was affected by heating of casein.

Soybean protein is known to be deficient in sulfur-containing amino acids, and chemical and physical treatments are applied in the conversion of soybean protein to a simulated food, which could change amino acid availability. It was, therefore, of interest to learn whether or not an improvement in the nutritive value of the protein of the soybean protein textured food could be obtained by supplementing it with methionine and lysine.

Table 6 shows the results of the study. Supplementing the soybean protein textured food with lysine has no effect on weight gain and PER. The addition of methionine caused only a slight increase in both PER and weight gain. When both amino acids were added, however, there was a significant increase in both parameters. Table 7 summarizes the results of similar studies, in which raw and cooked soybean protein textured food was supplemented with the same 2 amino acids. Examination of the corrected PER values indicated that cooking caused an increase in PER with and without amino acid supplementation. The soybean protein textured food has a lower PER than dehydrated beef, which gave also higher values than casein.

Dogs. The growth of the two groups of dogs is shown in figure 1. The growth of the dogs fed the soybean protein textured food was essentially the same as the growth of the animals fed the natural beef diet. The average total food intake, as well as the protein ingested, is also shown in the table. Food intake was higher for the animals fed the soybean protein textured food; however, the protein content of the diet was lower resulting in a lower protein intake as compared with that of the animals fed the dehydrated beef-containing diet. PER values were calculated from the weight gained and the protein consumed. These are essentially equal. Even though the animals were fed large amounts of the soybean protein textured food, no adverse physiological effects were observed.

The nitrogen balance data are presented in table 8. Higher nitrogen retention values appear to occur for the textured food at the higher levels of protein intake. Nitrogen balance was only slightly higher for the protein of dehydrated beef than for the soybean protein textured food at the lower levels of nitrogen intake. Negative

TABLE 6

Effect of methionine and lysine supplementation on the PER of soybean protein textured food (SPTF) (18 rats/group)

Treatment	Wt gain [1]	PER
	g	
Soybean protein textured food	114 ± 16 [2]	2.64 ± 0.21
SPTF + 0.25% L-lysine·HCl	120 ± 19	2.71 ± 0.23
SPTF + 0.30% DL-methionine	123 ± 20	2.81 ± 0.25
SPTF + 0.25% L-lysine·HCl + 0.30% DL-methionine	130 ± 24	2.95 ± 0.34

[1] Average initial weight, 49 g.
[2] SD.

TABLE 7

Effect of methionine and lysine supplementation to the soybean protein textured food (SPTF) (12 rats/group)

Treatment	Wt gain [1]	PER
	g	
Soybean protein textured food	123 ± 23 [2]	2.57 ± 0.19
(SPTF) (re-cooked)	131 ± 22	2.68 ± 0.22
SPTF + lysine + methionine	123 ± 24	2.76 ± 0.30
SPTF + lysine + methionine (re-cooked)	121 ± 17	2.97 ± 0.25
Casein	122 ± 21	2.77 ± 0.18
Dehydrated beef	149 ± 26	3.07 ± 0.28

[1] Average initial weight, 45 g.
[2] SD.

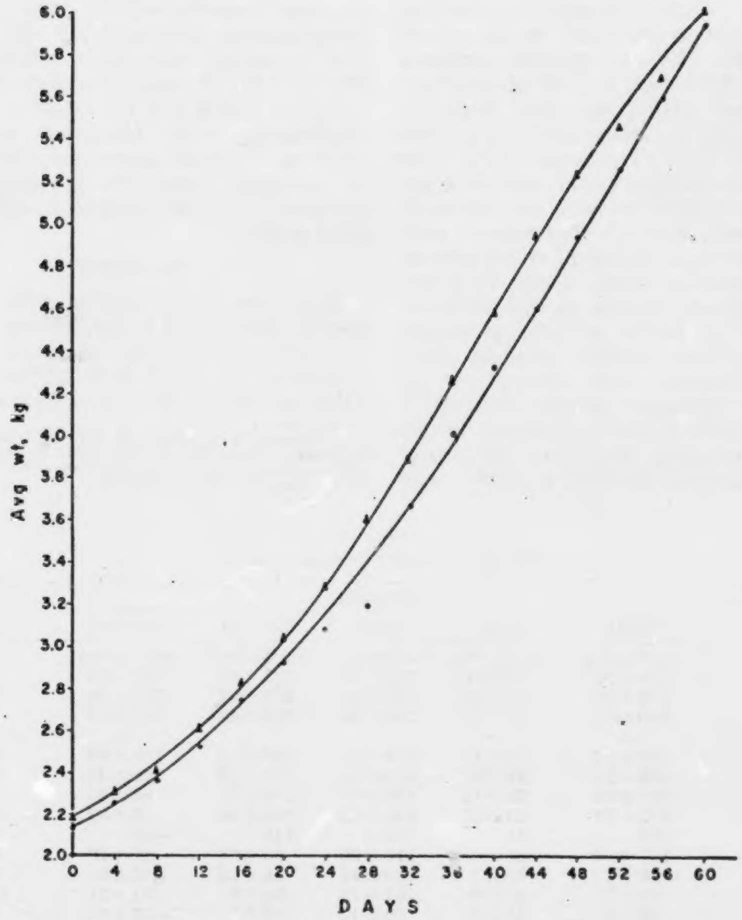

Fig. 1 Growth of young dogs fed soybean protein textured food and dehydrated beef; Average 6 dogs/group. ▲, dehydrated beef; ○, soybean protein textured food.

	SPTF	Dehydrated beef
Wt gain, g/day	62.7	63.8
Food consumed, g	6325	5835
Protein intake, g	1714	1921
PER	2.20	2.00

balances were obtained at intakes of nitrogen under 200 mg N/kg/day. Despite these differences, the results indicate that the nutritive value of the two protein sources is essentially the same. Weight gains were higher for dogs fed dehydrated beef. The animals started losing weight at nitrogen intakes below 100 mg/kg/day. True protein digestibility and biological value were 90.0 and 68.3%, respectively, for the soybean protein textured food, calculated at a nitrogen intake of 261 mg/kg body weight/day. For dehydrated beef, true protein digestibility was 87.0% and its biological value 67.4%, calculated at the 292-mg nitrogen intake level.

Children. Table 9 shows the nitrogen balance results in the children fed whole milk and the soybean protein textured food at an intake of 2 g of protein/kg/day. Nitrogen absorption and retention were essentially the same for both protein foods at this level of protein intake. The differences in nitrogen intake and retention between the 2 groups were not statistically significant, although they were so with respect to nitrogen absorbed when expressed on an absolute basis. Table 10 shows nitrogen balance results in the children fed decreasing levels of protein intake from the soybean protein textured food. Nitrogen retention and absorption decreased as nitrogen intake decreased. Regression lines between nitrogen intake (NI) and nitrogen retention (NR) and between nitrogen absorption (NA) and nitrogen retention (NR) were calculated from nitrogen intakes below 160 mg. The first equation was $NR = -59.8 + 0.433\ NI$ ($r = 0.64$) and the second, $NR = -44.7 + 0.534\ NA$ ($r = 0.61$). Nitrogen equilibrium was obtained when the children received approximately 138 mg of nitrogen from the soybean protein textured food, as compared with 97 mg from milk.[11]

DISCUSSION

From the initial studies with rats, the results indicate that the protein value of the soybean protein textured food is equivalent to about 92% of the nutritive value of casein and of dehydrated beef,

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[11] Bressani, R., F. Viteri, D. Wilson, J. Alvarado and M. Béhar 1966 The protein value of several animal and vegetable proteins in children. Federation Proc., 25 (2, part 1): 299 (abstract).

TABLE 8

Nitrogen balance results in dogs

Protein	Nitrogen					Wt
	Intake	Fecal	Urine	Absorbed	Retained	
	mg/kg/day	*mg/kg/day*	*mg/kg/day*	*mg/kg/day*	*mg/kg/day*	*kg*
SPTF[1]	630 ± 20[2]	65 ± 16	228 ± 35	565 ± 25	337 ± 45	7.416
DB[3]	619 ± 28	111 ± 18	247 ± 27	508 ± 27	261 ± 26	8.084
SPTF	516 ± 42	63 ± 15	188 ± 22	453 ± 44	265 ± 51	8.408
DB	—	—	—	—	—	—
SPTF	419 ± 23	63 ± 11	158 ± 38	356 ± 26	198 ± 45	8.741
DB	469 ± 24	98 ± 27	211 ± 24	371 ± 30	160 ± 32	8.443
SPTF	261 ± 36	55 ± 13	138 ± 24	206 ± 32	68 ± 40	8.947
DB	292 ± 33	69 ± 21	149 ± 22	223 ± 24	74 ± 33	9.884
SPTF[4]	190	45	172	145	−27	9.462
DB	156 ± 16	66 ± 9	111 ± 29	90 ± 21	−21 ± 19	9.959
SPTF	99 ± 17	40 ± 7	102 ± 16	59 ± 15	−43 ± 25	9.074
DB	93 ± 5	43 ± 8	101 ± 25	50 ± 9	−51 ± 21	10.008
SPTF	48 ± 9	31 ± 7	70 ± 10	17 ± 7	−53 ± 14	9.065
DB	57 ± 15	38 ± 14	81 ± 16	19 ± 16	−62 ± 21	9.844
SPTF	0	23 ± 6	65 ± 14	—	—	8.596
DB	0	31 ± 11	66 ± 12	—	—	9.473

[1] SPTF = soybean protein textured food.
[2] SD.
[3] DB = dehydrated beef.
[4] Average of one dog for 2 four-day balance periods.

TABLE 9

Nitrogen balance of children fed milk and soybean protein textured food (SPTF) at 2 g protein/kg/day

Protein food	Nitrogen						
	Intake	Fecal	Urine	Absorbed	Retained	Absorption	Retention
	mg/kg/day	*mg/kg/day*		*mg/kg/day*	*mg/kg/day*	*% of intake*	
Milk	342	52	210	290	80	84.8	23.4
SPTF	312	46	183	266	82	85.2	26.6
t value (df 31)	1.43(ns)[1]			2.99(s)[2]			0.10(ns)

[1] Not significant.
[2] Significant.

TABLE 10

Nitrogen balance of children fed decreasing levels of protein from soybean protein textured food

Protein intake	Nitrogen						
	Intake	Fecal	Urine	Absorbed	Retained	Absorption	Retention
g/kg/day	*mg/kg/day*	*mg/kg/day*	*mg/kg/day*	*mg/kg/day*	*mg/kg/day*	*% of intake*	
1.5	231 ± 14 [1]	42 ± 11	140 ± 11	190 ± 11	49 ± 10	81.8	21.2
1.0	156 ± 7	36 ± 14	111 ± 13	120 ± 15	9 ± 16	76.9	5.8
0.75 [2]	114 ± 10	32 ± 3	92 ± 13	82 ± 12	−10 ± 9	71.9	−8.8
0.50	78 ± 3	30 ± 7	75 ± 12	48 ± 7	−27 ± 16	61.5	−34.6
—	—	24 ± 6	61 ± 13	—	—	—	—

[1] SD.
[2] Average of 5 children only.

based on the PER values obtained at the 11.6, 11.7 and 12.2% protein diet, respectively. The soybean protein textured food gave essentially the same weight gain as casein and dehydrated beef at comparable protein levels. The palatability of the food was extremely good as judged from the amount of food consumed by the rats, varying between 347 to 441 g/rat in 28 days. The blood chemistry of the animals fed the soybean protein textured food was similar to the blood picture obtained with animals fed casein. Fresh liver weight correlated with body weight for both casein and the soybean protein textured food. High fat content of the liver in rats fed the low protein level is commonly found, and it concurs with results of investigators working with various protein sources at low levels of protein intake. It is known that low protein diets, in spite of good amino acid balance, cause accumulation of fat in the liver (7–9).

The NPU method of protein evaluation applied to the soybean protein textured food also indicated that it has a slightly lower nutritive value than casein and, on a relative basis, 94.4% of the casein value concurring with calculations based on PER. The low PER value for the protein isolate can be attributed to the presence, in the protein, of residual soybean growth inhibitors, or to other substances derived from the process of extraction and precipitation of the protein. From the results it appears that either the inhibitor or another substance is eliminated in the process of changing the isolate into fiber. The significant increase in both PER and NPU from the fiber to the final product is probably the result of egg albumin being added, eliminating in this manner at least part of the methionine deficiency inherent in soybean protein (10, 11). In general, PER correlated well with NPU for all products, except for the isolate. However, the discrepancy can be explained on the basis of the duration of the test for each assay. NPU assays run for 10 days (4) while PER assays take 28 days, permitting any physiologically adverse substance to accumulate and act against the performance of the animal. The animals consuming the isolate gained weight during the first 2 weeks of the PER assay, but lost weight during the last two, which resulted in lower growth and PER values.

The results obtained when the materials were cooked indicate that this process eliminated the growth-inhibiting substances present in the isolate. Very little effect was obtained when the fiber or the final product were heated, although there was a definite tendency to consume more food. It is well known that soybean flour must be properly heat-treated to obtain maximal nutritional value, although excess heat can decrease its protein quality (10, 12, 13). Improvement in the protein quality resulting from controlled heat treatment is due to the destruction of soybean trypsin inhibitors (14, 15), and to probable modifications of the protein, permitting a more complete digestibility and utilization of the sulfur amino acids, which are limiting in soybean protein (13, 15, 16). Recently, Longenecker et al. (17) reported that soybean protein isolate may contain good quality protein, but often requires mild heat treatment to bring out the maximal protein value.

From the results of amino acid supplementation, the soybean protein textured food appears to be mildly deficient in both lysine and methionine, since the addition of both acids together increased PER values particularly when the food was further heat-treated. The effect was not as marked when the material was unheated, suggesting that the treatment applied, although mild, probably caused some decrease in the availability of both amino acids. It is also probable that even the final product still contained some inhibitor which did not allow for the supplements to express their beneficial effects on increasing protein quality. The response obtained with young growing dogs fed the soybean protein textured food was similar to that obtained with dehydrated beef, indicating again its excellent protein quality. No adverse physiological effects were noted during the entire experimental period. Assuming that the final food still contained physiologically adverse substances, these did not show their effect on the dogs, probably because the food was heated before consumption, thus eliminating the possible factors. The nitrogen balance results obtained with dogs indicate again the high protein quality of the soybean protein textured food studied.

With respect to the studies with children, the soybean protein textured food was readily accepted by all and there were no adverse effects at any time during the experiment.

Using the endogenous fecal and urinary nitrogen excretion values, and the nitrogen balance values at the 1 g of protein level of intake, the true protein digestibility and the biological value of the protein in the soybean protein textured food was calculated according to the formula of Mitchell (4, 18). These values are 92.3 and 65.3%, respectively. At an intake of 0.75 g of protein per kg body weight, true protein digestibility was found to be 93.0%, and the biological value, 70.8%.

Similar calculation from data obtained on children of ages similar to the ages of the subjects used in this study, and fed milk protein, indicated that the true protein digestibility and biological value are 92.0 and 80.6%.[12]

It can be concluded then that the protein quality of the soybean protein textured food is high (about 80% of the protein quality of milk), with adequate digestibility; it is readily acceptable and free of adverse physiological effects.

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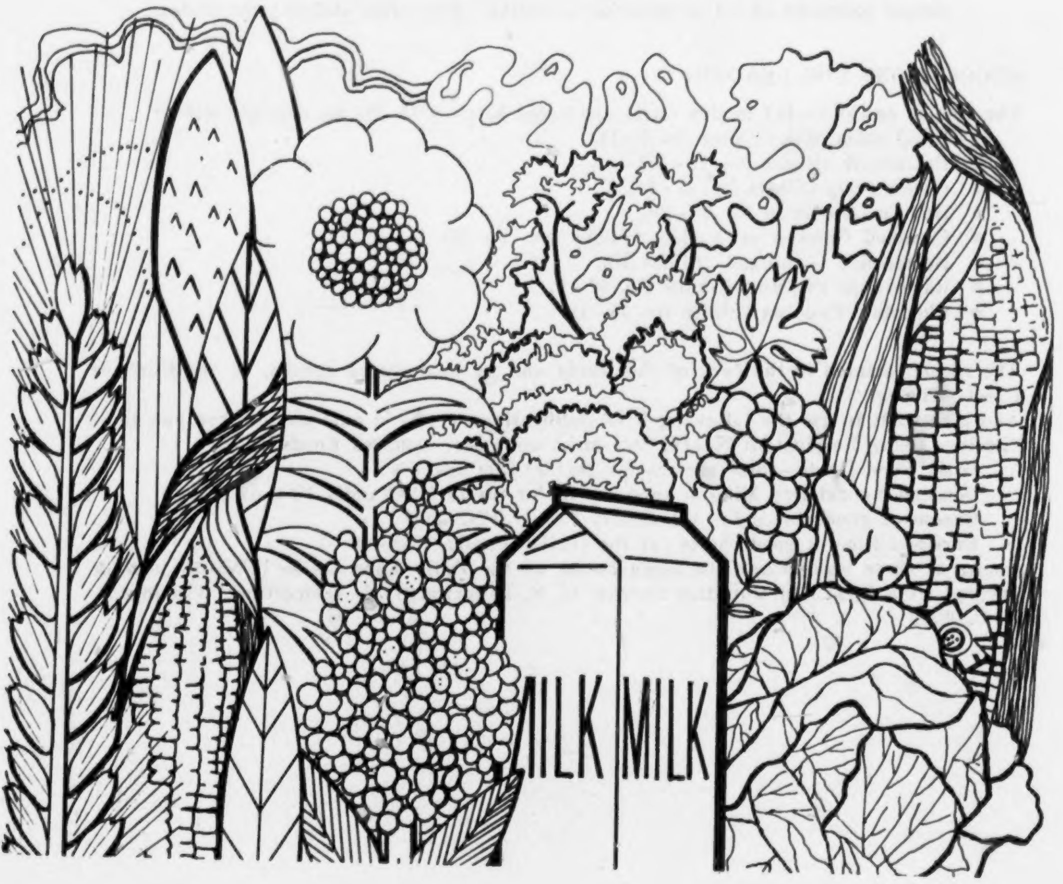
[12] See footnote 11.

RECIPES USING *NON-INSTANT, NON-FAT DRY MILK* AND OTHER DONATED FOODS-SECOND IN THE FOOD VALUE STRETCHERS SERIES.

NARRATIVE GUIDE for Slide Set and Filmstrip C-169
August 1970 • Food and Nutrition Service and Agricultural Research Service • U.S. Department of Agriculture



Note to Leader: The nonfat dry milk for sale in grocery stores is generally the *instant* type. In the Family Food Donation Program, most of the nonfat dry milk distributed is the *non-instant* type. This slide presentation is designed to show families how to make fluid skim milk from non-instant, nonfat dry milk and how it can be used in preparing good foods.

SUGGESTIONS FOR LEADER:

- **Before showing the slides you may want to Discuss "A Daily Food Guide—some choices for thrifty families." This large poster (FNS-13) features the four food groups and tells how many servings from the milk group are needed daily by each family member. (See page 2 for instructions for ordering the poster and "hand out" materials).**
- **Point out that the USDA donated nonfat dry milk is fortified with vitamins A and D.**
- **You may want to have fluid skim milk and buttermilk chilled and some of the other recipes prepared ahead of time for a tasting party after showing the slides.**

SUGGESTIONS FOR LEADER:

The recipes demonstrated in this series are listed below with the appropriate slides:
- **Fluid Skim Milk (Slides No. 6 - 14)**
- **Buttermilk (Slides No. 16 - 19)**
- **Cheese Soup (Slides No. 20 - 24)**
- **Hot Cocoa (Slides No. 25 - 29)**
- **Creamed Chicken or Turkey (Slides No. 30 - 36)**
- **Buttermilk Cornbread (Slides No. 37 - 39)**
- **Raisin-Rice Pudding (Slides No. 40 - 44)**
- **Chocolate Pudding (Slides No. 45 - 48)**

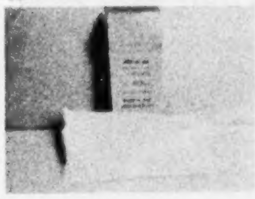
The recipes printed in the back of this guide can be reproduced locally by multilith or offset printing.
You may want to use the following FNS publications as "hand out" pieces when you show "Recipes Using Non-instant Nonfat Dry Milk and Other Donated Foods":
Daily Food Guide—some choices for thrifty families, FNS-13
Donated Nonfat Dry Milk—a good choice for the thrifty family FNS-17
Cheese—a good choice for the thrifty family, FNS-14
Enriched Rice—a good choice for the thrifty family, FNS-35
Copies of these leaflets and the large poster of the Daily Food Guide (FNS-13) can be ordered from Food and Nutrition Service, U. S. Department of Agriculture, Washington, D. C. 20250

NON INSTANT NON FAT DRY MILK

1. The nonfat dry milk donated by U.S. Department of Agriculture is fortified with vitamins A and D. It is generally the non-instant type. If simple directions are followed, it is easy to make fluid skim milk from the *non-instant* nonfat dry milk.

> Note to leader: One cup of the reconstituted fluid milk provides 500 IU of vitamin A and 100 IU of vitamin D.

2. Milk is an important food for every person in the family. It is nourishing in many ways. It is especially good for building strong bones, good teeth, and muscles.



3. Nonfat dry milk is just like fresh whole milk in the amount of nourishment it gives you, except that the fat has been removed from it.

CALORIES
CALORIES

4. When you replace the water that has been taken away while drying the milk, you have fluid skim milk. For those who need to watch their weight, using skim milk is an ideal place to start. A glass of fluid skim milk has about 70 calories less than a glass of regular fluid whole milk.

5. Nonfat dry milk made into fluid skim milk is good to drink and to use in cooking. Here are three types of kitchen utensils that are handy for mixing the dry milk into water—a rotary beater, a glass jar with tight fitting lid, and a wire whip.

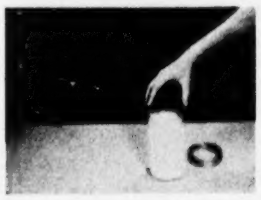
6. To make fluid milk using a wire whip, put 5 cups of water into a bowl. Measure the nonfat dry milk in a cup that can be leveled across the top with the straight edge of a knife.

Note to Leader: Point out that *instant* nonfat dry milk is lighter and fluffier than the *non*-instant and that 1¾ cups of instant nonfat dry milk would be needed in place of 1 cup of non-instant.

7. Add the dry milk to the water. Then stir and mix with the whip until the fluid milk is free from lumps. The milk can be used immediately for cooking. Skim milk for drinking will taste better if it is chilled before serving.

8. To make fluid skim milk with a rotary beater, put the water into a bowl.

9. Then add the nonfat dry milk and beat until smooth. The foam will go away after the skim milk stands for awhile.



10. Unless it is to be used right away, put the fluid skim milk into a clean container that can be closed tightly.

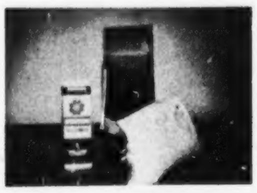
11. Store it where it can be chilled quickly.

12. To mix and store milk in the same container, use a large jar. Add the dry milk to the measured water.

13. Screw on a leakproof lid. Then shake the jar until the milk has no lumps left in it.

14. The milk can go straight into the refrigerator.

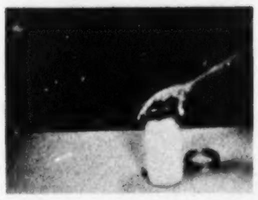
15. After the package is opened, unused nonfat dry milk needs a little special attention to keep it easy to mix and fresh in flavor. Put the powder into an airtight container such as a jar or leave the dry milk in its own plastic bag and close it tightly with a rubberband, a wire fastener, or even a spring-type clothespin.



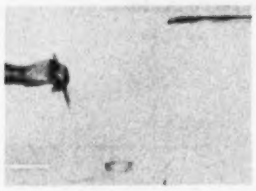
16. Buttermilk can also be made from nonfat dry milk. Like skim milk, buttermilk is low in calories. The recipe for making a quart of buttermilk from nonfat dry milk and a little fresh buttermilk is on the recipe sheet.

17. Using the amounts given in the recipe, mix dry milk with slightly warm water using a whip or a beater or a jar. Stir in the buttermilk "starter."

Note to Leader: Point out that homemade buttermilk can be used to start the next quart. New buttermilk should be bought if an off-flavor develops.



18. Cover and let stand at room temperature until it thickens. This takes about 8 hours.



19. Stir again until smooth. Then chill until used.

Note to Leader: Plan a "Show-Taste-Tell" demonstration especially for people who may not be familiar with buttermilk. Show milk that is clabbered and have chilled buttermilk and foods made with buttermilk ready for tasting.

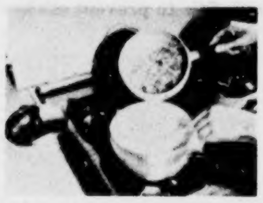
20. Cheese soup is made with milk, cheese, and vegetables. It is a filling soup and is almost all that is needed for a sturdy lunch.

21. To make the cheese soup, cut up carrots and celery and cook them in water just until tender.

Note to Leader: Point out that amounts needed for making recipes are given on recipe sheets provided.

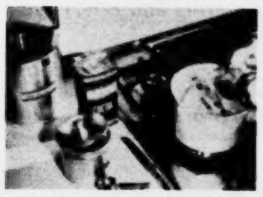
22. Chop the onion and cook it in fat in a saucepan until it is tender. Stir in the flour.

23. Then slowly stir in the fluid skim milk. Cook until thickened.

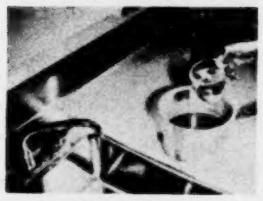


24. Add the cheese and vegetables. Stir over low heat until cheese melts. Serve it hot.

25. Hot cocoa is a treat at any meal and is popular at snack time too.



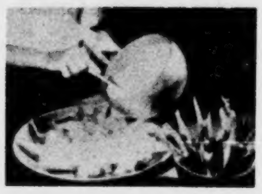
26. Make hot cocoa by mixing and cooking together the cocoa, sugar, and 1 cup of water. Let it boil slowly for 5 minutes.



27. Remove from heat and add the rest of the water.

28. Add the dry milk and mix it in with a whip or rotary beater.

29. Heat the cocoa, but do not let it boil. Stir to prevent sticking. Add vanilla and a little salt.

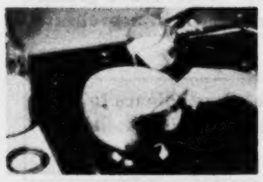


30. Creamed chicken or creamed turkey can be made quickly when canned chicken or turkey is used.

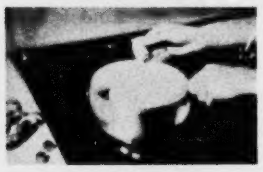
31. When there is no donated chicken or turkey, it's a thrifty idea to buy whole chickens or a turkey when they are on sale. Plan to have leftovers from a meal to make creamed chicken or turkey.

32. Use broth and add milk to it to make 3 cups liquid—or use all milk if you have no broth.

33. Mix flour into melted fat in a pan.



34. Slowly stir in the liquid.



35. For extra chicken broth flavor, add a chicken bouillon cube, if you like. Cook and stir over medium heat until boiling and over low heat until thickened.

36. Add the chicken or turkey and heat. Serve the creamed chicken or turkey over rice, biscuits, noodles, toast, or a cooked vegetable.

37. Hot cornbread is very nutritious and makes a good meal even better. Buttermilk cornbread on the recipe sheet can be made with homemade buttermilk.

38. Measure the dry ingredients and mix them together in a bowl. Add the buttermilk. Add the eggs and beat well.

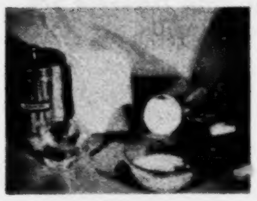
Note to Leader: You may want to point out that baking soda is generally called for when baking with buttermilk in place of baking powder that is used with "sweet milk." Baking soda and baking powder cannot be used in same amounts.

39. Stir in the melted fat or oil. Pour the batter into a greased baking pan so that it is half filled. Bake in a preheated oven at 475°F.

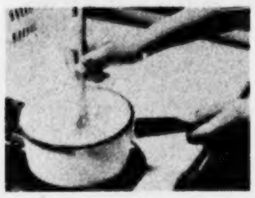
Note to Leader: You may want to get the audience to talk about preheating and how full pans should be filled—and why.

40. Raisin-Rice Pudding for dessert is a good way to "eat" milk. Each serving has about ¾ cup of milk fluid in it.

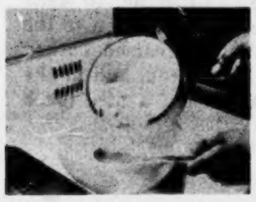
41. A combination of nourishing ingredients—dry milk, enriched rice, and raisins—makes this dessert. Add the rice, salt, raisins, and fat to boiling water. Cover and cook slowly for 30 minutes.



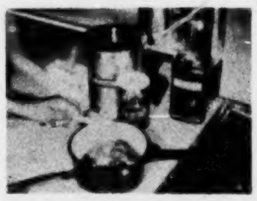
42. Mix the dry milk and sugar and mix in the warm water.



43. Stir the milk-sugar mixture and the vanilla into the cooked rice. Stir over low heat until heated through.

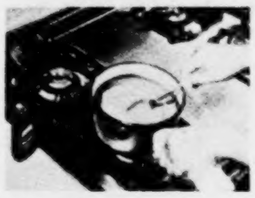


44. The pudding is thin but will thicken as it cools.



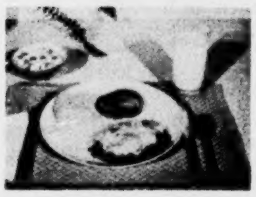
45. Chocolate Pudding is another good dessert. It is quick and easy when you make it this way. Mix all the dry ingredients in a pan—the sugar, cocoa, cornstarch, and salt.

46. Then slowly stir in the milk.



47. Stir and cook over medium heat until thickened and cook 3 minutes longer. Then stir in the vanilla.

48. Serve the pudding hot, or if you like, chill it first. All the family will enjoy chocolate pudding, but it is a special treat for the youngsters.



49. Several of the foods made here can go together to make a full size dinner that is rich in milk. In addition to the milk to drink there is milk *to eat* in the Creamed Turkey on green peas, in the Buttermilk Cornbread, and in the Raisin-Rice Pudding. Sliced tomatoes add a nice touch of color and balance the menu.

CHEESE SOUP

2 carrots
2 stalks celery
1 cup boiling water
½ small onion
3 tablespoons fat (butter or margarine)
¼ cup flour
3½ cups fluid milk
1½ cups cut-up cheese

Chop carrots and celery. Cook in boiling water about 10 minutes until tender.

Chop onion. Cook in fat until tender.

Stir flour into onion. Add milk slowly, stirring until smooth. Cook and stir until thickened.

Add cheese and vegetables and cooking liquid to the milk mixture. Stir over low heat until cheese melts.

Makes 6 servings, ⅔ cup each.

HOT COCOA

⅓ cup cocoa
⅓ cup sugar
6 cups water
1¼ cups nonfat *dry* milk (not instant) or
  2 cups instant nonfat *dry* milk
½ teaspoon vanilla
Salt, as you like

Mix cocoa and sugar in a pan.

Stir in 1 cup of the water.

Heat to boiling and cook 5 minutes.

Remove from heat. Add rest of water. Sprinkle dry milk on top and beat or stir until smooth.

Heat and stir but do not boil.

Add vanilla and salt.

Makes 6 servings, about 1 cup each.

CHOCOLATE MILK

Use the recipe for Hot Cocoa. Do not heat after adding the milk. Chill quickly. Stir before serving.

CREAMED CHICKEN OR TURKEY

¼ cup fat (margarine, butter, or
  chicken fat)
⅓ cup flour
3 cups fluid milk (see note)
1 boullion cube, if you like
2 cups cut-up cooked or canned chicken
  or turkey
1 cup drained cooked or canned peas, if
  you like
Salt and pepper, as you like.

Melt fat in a pan. Stir in flour. Add milk slowly, stirring until smooth.

Cook and stir until thickened.

Add rest of ingredients. Heat.

Makes 6 servings, about ⅔ cup each without peas.

Note: Part chicken broth may be used in place of milk. Serve Creamed Chicken or Turkey over hot cooked bulgur, rice, or toast.

BUTTERMILK CORNBREAD

2 cups cornmeal
2 teaspoons baking powder
½ teaspoon baking soda
1 teaspoon salt
1 teaspoon sugar
1½ cups buttermilk
2 eggs
3 tablespoons melted fat or oil

Mix cornmeal, baking powder, baking soda, salt, and sugar.

Add buttermilk and eggs. Beat well. Stir in fat or oil.

Fill a greased baking pan half full.

Bake at 475°F (hot oven) about 20 minutes until browned.

RAISIN-RICE PUDDING

2 cups water
½ cup uncooked rice
½ teaspoon salt
½ cup raisins
1 tablespoon fat (margarine or butter)
1 cup nonfat *dry* milk (not instant)
  or 2 cups instant nonfat *dry* milk
½ cup sugar
1 cup warm water
1 teaspoon vanilla

Heat 2 cups water to boiling. Stir in rice, salt, raisins, and fat. Lower heat, cover and cook 30 minutes. Remove from heat.

Mix *dry* milk and sugar. Mix in 1 cup warm water until smooth.

Add milk mixture and vanilla to rice.

Stir over low heat until hot. Cool to thicken.

Makes 6 servings, ½ cup each.

CHOCOLATE PUDDING

½ cup sugar
⅓ cup cocoa
3 tablespoons cornstarch
¼ teaspoon salt
2½ cups fluid milk
1 teaspoon vanilla

Mix sugar, cocoa, cornstarch, and salt in a pan. Add milk slowly, stirring until smooth.

Cook and stir over medium heat until mixture thickens. Cook and stir 3 minutes longer.

Add vanilla and stir. Chill before serving.

Makes 6 servings, ½ cup each.

Chocolate Pie

Use recipe for Chocolate Pudding. Pour cooled pudding in a baked pie crust.

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CAMPBELL SOUP COMPANY
NUTRITIVE COMPOSITION OF PRODUCTS

CONTENTS

Again this year, we are pleased to make available tables showing the nutritive composition of our products. These tables include products which have been recently introduced, and the revised figures for those items which have been improved. Up-to-date figures, representing the average composition of products, are printed annually to meet the request of dietitians, doctors and nutritionists who have found this information to be of value in their work.

Page

Proximate, Mineral and Vitamin Composition of Campbell Soup Company Products 1

Recommended Daily Dietary Allowances 8

Condensed Soups in Exchange Lists 9

Other Campbell Products in Exchange List 10

If there is any additional information required, we will do our best to supply it.

CAMPBELL SOUP COMPANY
CAMDEN, NEW JERSEY 08101

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

(Contents of 100 grams)[1]

VARIETY Heat Processed Soups	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
Asparagus, Cream of	70	1.9	2.8	9.4	0.1	0.3	16.6	23	31	0.8	829	138	321	0.10	0.09	0.9
Bean with Bacon	133	6.8	4.2	17.1	1.3	0.9	32.2	38	98	1.9	750	300	550	0.08	0.05	0.7
Beef	87	8.0	2.0	9.2	0.3	0.1	21.7	3	32	0.9	701	135	1067	0.01	0.06	1.2
Beef Broth (Bouillon)	22	3.6	0.0	1.9	0.1	0.3	7.4	trace	24	0.2	670	90	trace	trace	0.02	1.0
Beef Noodle	58	3.2	1.9	7.2	0.1	0.5	14.5	trace	37	0.8	698	69	52	0.06	0.07	1.2
Black Bean	80	4.7	1.4	12.2	0.8	1.4	22.3	24	75	1.9	720	250	258	0.06	0.07	0.4
Celery, Cream of	66	1.4	3.9	6.4	0.2	0.2	14.1	34	31	0.8	820	90	173	0.01	0.04	0.8
Cheddar Cheese	125	4.0	8.3	8.5	0.1	0.5	23.2	134	106	0.5	780	120	565	0.01	0.12	0.1
Chicken Broth	47	7.4	1.6	0.8	0.0	0.5	11.8	trace	60	0.2	661	170	0	trace	0.05	1.6
Chicken, Cream of	76	2.8	4.4	6.3	0.1	0.3	15.7	21	29	0.5	780	68	484	0.01	0.04	0.6
Chicken 'n Dumplings	83	5.8	4.8	4.2	0.1	0.1	17.1	10	50	0.7	857	95	175	0.04	0.06	1.2
Chicken Gumbo	48	2.2	1.1	7.3	0.2	0.1	13.1	14	20	0.6	810	60	179	0.02	0.04	1.4
Chicken Noodle	54	3.0	1.5	7.2	0.1	0.4	13.8	5	28	0.4	820	40	47	0.01	0.02	0.7
Chicken Noodle-O's	59	3.0	1.7	7.9	0.1	0.1	14.9	6	31	1.2	754	48	65	0.11	0.09	1.3
Chicken with Rice	43	2.8	1.3	4.9	0.1	0.1	10.9	3	17	0.3	660	82	133	trace	0.02	0.6
Chicken & Stars	50	3.4	1.3	6.1	0.1	0.2	13.1	5	38	0.7	926	58	139	0.06	0.04	1.2
Chicken Vegetable	60	3.4	1.8	7.6	0.3	0.3	15.5	14	34	0.5	804	136	2078	0.02	0.03	0.9
Chili Beef	131	6.2	3.7	18.3	0.9	0.8	32.2	21	117	2.6	860	432	617	0.07	0.06	1.1
Clam Chowder (Manhattan Style)	63	1.9	2.1	9.2	0.3	0.5	15.9	24	33	1.1	774	150	713	0.02	0.02	0.9
Clam Chowder, New England	71	3.8	2.0	9.5	0.1	0.3	17.3	21	34	1.0	770	91	trace	0.03	0.02	0.9
Milk, Whole Fresh	*68*	*3.5*	*3.9*	*4.9*	*0.0*	*0.6*	*13.0*	*118*	*93*	*0.1*	*50*	*150*	*160*	*0.04*	*0.17*	*0.1*
Milk, Skim	*36*	*3.5*	*0.1*	*5.1*	*0.0*	*0.6*	*9.5*	*123*	*97*	*0.1*	*52*	*154*	*0*	*0.04*	*0.18*	*0.1*

[1] 100 grams are equivalent to 3½ oz. or ⅓ can of soup. This makes one serving when prepared according to the directions on the label. If soup is prepared with milk, add the nutrients listed opposite the type of milk used. No nutrients are added if soup is prepared with water.

SPECIAL NOTE

Factors used in calculating food value in calories are: 4.0 calories per gram protein; 4.0 calories per gram carbohydrate; and 9.0 calories per gram fat.

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

(Contents of 100 grams)[1]

VARIETY Heat Processed Soups (Cont.)	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	iacin mg.
Consomme (Beef, Gelatin Added)	29	4.9	0.0	2.3	0.1	0.4	8.7	trace	26	0.7	566	125	trace	trace	0.02	0.9
Golden Vegetable Noodle-O's	62	2.0	2.2	8.5	0.3	0.2	15.3	15	26	1.0	860	90	3005	0.06	0.04	1.1
Green Pea	116	6.9	1.6	18.5	0.5	0.6	29.9	24	96	1.3	828	130	206	0.01	0.05	1.0
Hot Dog Bean	135	7.6	3.4	18.5	1.2	0.9	33.7	48	126	2.3	797	363	628	0.19	0.08	1.0
Minestrone	72	3.3	2.4	9.2	0.6	0.5	17.7	27	46	0.7	798	255	2167	0.06	0.05	0.9
Mushroom, Cream of	115	1.7	8.7	7.5	0.1	0.2	20.3	22	31	0.4	923	60	79	0.01	0.08	0.6
Mushroom, Golden	70	2.9	3.5	6.8	0.2	0.4	15.7	8	29	0.9	852	126	1170	0.03	0.09	0.9
Noodles & Ground Beef	80	3.6	3.7	8.1	0.2	0.3	17.9	10	37	1.3	709	126	470	0.08	0.06	1.1
Onion	36	3.0	1.4	2.9	0.2	0.3	9.9	8	9	0.6	820	56	trace	trace	0.03	0.5
Oyster Stew	57	1.8	3.2	5.3	0.1	0.1	10.4	22	39	0.8	676	40	trace	0.02	0.07	0.3
Pepper Pot	83	6.1	3.2	7.6	0.3	0.3	20.1	17	34	0.8	964	124	478	0.02	0.02	0.9
Potato, Cream of	58	1.1	1.9	9.1	0.2	0.2	14.6	29	37	0.7	900	109	trace	0.06	0.05	0.5
Scotch Broth	74	4.6	2.4	8.6	0.4	0.3	18.4	10	45	0.8	890	130	1867	0.01	0.03	1.4
Split Pea with Ham	141	10.2	2.6	19.1	0.3	0.5	34.5	16	165	1.6	762	300	480	0.04	0.09	1.0
Stockpot	79	4.5	3.4	7.5	0.4	0.5	18.1	13	42	0.8	816	185	3235	0.05	0.04	0.8
Tomato[2]	69	1.4	1.6	12.3	0.3	0.4	18.0	10	27	0.9	706	210	946	0.06	0.03	1.2
Tomato-Beef Noodle-O's	96	3.8	2.9	13.6	0.3	0.6	22.5	14	45	1.0	641	176	310	0.17	0.13	1.7
Tomato, Bisque of[2]	101	2.2	2.1	18.4	0.5	0.5	25.9	39	47	0.9	870	325	695	0.10	0.09	1.2
Milk, Whole Fresh	*68*	*3.5*	*3.9*	*4.9*	*0.0*	*0.6*	*13.0*	*118*	*93*	*0.1*	*50*	*150*	*160*	*0.04*	*0.17*	*0.1*
Milk, Skim	*36*	*3.5*	*0.1*	*5.1*	*0.0*	*0.6*	*9.5*	*123*	*97*	*0.1*	*52*	*154*	*0*	*0.04*	*0.18*	*0.1*

[1] 100 grams are equivalent to 3½ oz. or ⅓ can of soup. This makes one serving when prepared according to the directions on the label. If soup is prepared with milk, add the nutrients listed opposite the type of milk used. No nutrients are added if soup is prepared with water.

[2] The average ascorbic acid content of condensed Tomato and Bisque of Tomato Soup is 20 mg. per 100 g.

SPECIAL NOTE

Factors used in calculating food value in calories are: 4.0 calories per gram protein; 4.0 calories per gram carbohydrate; and 9.0 calories per gram fat.

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

(Contents of 100 grams)[1]

VARIETY Heat Processed Soups (Cont.)	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
Tomato Rice	87	1.6	2.5	14.7	0.3	0.3	21.0	16	26	0.8	662	260	917	0.07	0.04	0.9
Turkey Noodle	63	3.3	2.6	6.6	0.1	0.2	14.7	8	38	0.6	718	60	120	0.06	0.06	1.1
Turkey Vegetable	64	2.7	2.8	7.0	0.3	0.2	14.8	12	33	0.7	753	143	2572	0.07	0.04	0.7
Vegetable	68	2.7	1.4	11.1	0.3	0.1	17.4	14	34	0.9	684	170	2579	0.03	0.02	1.0
Vegetable Beef	66	5.0	2.3	6.4	0.3	0.3	16.0	16	36	0.7	755	150	2795	0.03	0.04	0.6
Vegetable, Old Fashioned	61	2.7	2.1	7.8	0.4	0.2	15.2	14	25	1.1	715	117	2242	0.04	0.04	0.5
Vegetarian Vegetable	62	1.8	1.5	10.4	0.5	0.5	16.2	15	30	0.8	516	200	2494	0.03	0.03	0.7
Chunky Soups (Contents 269.5 grams are equivalent to 9½ oz. or ½ can soup, except Turkey which contains 266 grams.)																
Chunky Beef	221.4	15.1	7.8	22.4	.8	1.6	50.4	32.4	162.0	2.4	1069.2	345.6	3264.3	0.13	0.13	3.3
Chunky Chicken	186.3	12.9	6.4	18.9	.27	.27	41.8	21.6	91.8	1.0	1147.5	199.8	1061.1	0.13	0.13	3.7
Chunky Turkey	133.0	9.5	4.7	12.7	1.0	.8	31.6	47.9	77.1	1.0	997.5	372.4	4721.5	0.08	0.11	2.66
Chunky Vegetable	126.9	3.5	3.7	19.7	1.3	.54	31.8	45.9	72.9	1.1	1074.6	421.2	3672.0	0.11	0.08	1.32
Frozen Soups																
Clam Chowder (New England Style)	108	3.7	6.4	8.9	0.2	0.6	21.5	74	68	0.8	870	185	50	0.03	0.07	0.4
Green Pea with Ham	109	7.6	2.3	14.5	1.4	0.4	28.2	24	102	1.6	750	201	185	0.15	0.06	1.0
Oyster Stew	102	4.6	6.3	6.9	0.1	0.7	20.2	130	116	1.1	680	205	191	0.06	0.16	0.3
Potato, Cream of	90	2.7	4.3	10.1	0.3	0.7	20.2	48	51	0.7	944	185	345	0.04	0.05	0.4
Shrimp, Cream of	132	4.0	9.9	6.9	0.3	0.1	23.4	31	40	0.4	860	48	93	0.03	0.05	0.3
Vegetable with Beef, Old-Fashioned	68	5.4	2.3	6.6	0.5	0.6	17.3	21	63	0.8	856	145	7272	0.04	0.07	1.5
Milk, Whole Fresh	*68*	*3.5*	*3.9*	*4.9*	*0.0*	*0.6*	*13.0*	*118*	*93*	*0.1*	*50*	*150*	*160*	*0.04*	*0.17*	*0.1*
Milk, Skim	*36*	*3.5*	*0.1*	*5.1*	*0.0*	*0.6*	*9.5*	*123*	*97*	*0.1*	*52*	*154*	*0*	*0.04*	*0.18*	*0.1*

[1] 100 grams are equivalent to 3½ oz. or ⅓ can of soup. This makes one serving when prepared according to the directions on the label. If soup is prepared with milk, add the nutrients listed opposite the type of milk used. No nutrients are added if soup is prepared with water.

SPECIAL NOTE

Factors used in calculating food value in calories are: 4.0 calories per gram protein; 4.0 calories per gram carbohydrate; and 9.0 calories per gram fat.

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

(Contents of 100 grams)[1]

VARIETY **Other Campbell Products**	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
Barbecue Beans	126	5.7	1.5	22.5	1.0	0.8	32.5	60	136	2.4	480	315	255	0.08	0.06	0.6
Beans & Franks in Tomato & Molasses Sauce	160	8.4	7.1	15.7	0.9	0.5	33.8	63	114	2.4	504	262	128	0.06	0.06	1.1
Beans 'n Beef in Tomato Sauce	114	7.1	2.7	15.3	0.8	0.6	27.9	74	81	2.6	534	320	860	0.07	0.05	1.8
Home Style Pork & Beans	131	6.2	1.6	22.9	1.2	0.5	33.4	45	119	2.2	375	381	185	0.17	0.06	0.73
Pork & Beans with Tomato Sauce	115	7.1	1.3	18.8	1.4	0.8	30.5	52	118	2.1	500	267	112	0.06	0.04	0.8
Tomato Juice[2]	20	0.8	0.1	4.0	0.4	0.4	6.6	5	22	0.4	365	169	620	0.06	0.03	0.7
"V-8" Cocktail Vegetable Juice[2]	19	0.8	0.1	3.6	0.4	0.4	6.2	13	21	0.4	365	193	1260	0.05	0.03	0.6
VARIETY **Franco-American Products**																
Beef Gravy	78	5.2	3.5	6.3	0.1	0.2	16.5	10	30	1.0	491	81	trace	0.04	0.05	1.2
Brown Gravy with Onions	41	1.6	2.0	4.2	0.2	0.2	9.7	13	25	0.4	570	55	trace	0.03	0.03	0.4
Chicken Gravy	88	2.3	6.3	5.5	0.1	0.1	15.7	11	29	1.0	502	109	583	0.01	0.05	0.7
Chicken Giblet Gravy	48	1.8	2.3	4.9	0.1	0.1	10.7	9	12	0.9	615	35	490	0.03	0.03	0.3
Mushroom Gravy	50	1.6	2.6	5.0	0.2	0.3	11.0	trace	15	0.3	540	106	trace	trace	0.06	0.7
Spaghetti Sauce with Meat	96	4.6	5.2	7.9	0.5	1.1	20.9	13	52	1.8	740	409	2614	0.04	0.06	1.3
Spaghetti Sauce with Mushrooms	77	1.5	3.0	10.9	0.5	0.5	18.5	18	46	0.9	760	330	935	0.07	0.08	1.4
Italian Style Spaghetti in Tomato-Cheese Sauce	77	3.5	0.9	13.6	0.1	0.3	19.7	24	45	0.8	432	186	255	0.09	0.05	1.1

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[1] 100 gram portion measures between ⅓ and ½ cup.

[2] The average ascorbic acid content of "V-8" Cocktail Vegetable Juice and Tomato Juice is 18 mg. and 10 mg. per 100 g. respectively.

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

(Contents of 100 grams)[1]

VARIETY Franco-American Products (Cont.)	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
Macaroni 'n Beef in Tomato Sauce	99	5.4	3.7	11.0	0.2	0.3	22.2	21	54	0.6	610	177	353	0.16	0.08	2.2
Macaroni & Cheese	97	3.7	4.2	11.0	0.2	0.1	20.6	56	55	0.6	440	64	228	0.09	0.09	1.2
"MacaroniOs" with Cheese Sauce	75	3.4	2.5	9.8	0.1	0.1	17.1	57	50	0.9	485	64	270	0.12	0.14	0.8
Spaghetti in Tomato Sauce with Cheese	81	3.2	0.7	15.6	0.2	0.4	21.1	16	43	0.8	408	134	200	0.14	0.10	1.4
Spaghetti 'n Beef in Tomato Sauce	119	4.9	6.1	11.2	0.4	0.6	24.5	11	53	1.0	507	222	750	0.17	0.08	2.3
Spaghetti with Meatballs in Tomato Sauce	116	4.9	6.0	10.7	0.2	0.4	23.5	9	56	1.0	488	177	485	0.08	0.08	1.6
"SpaghettiOs" in Tomato and Cheese Sauce	81	2.7	1.0	15.2	0.1	0.4	20.5	25	40	0.6	469	140	350	0.10	0.08	1.4
"SpaghettiOs" with Meatballs in Tomato Sauce	94	4.7	3.9	10.1	0.2	0.3	20.5	25	48	0.7	622	151	425	0.14	0.09	1.4
"SpaghettiOs" with Sliced Franks in Tomato Sauce	111	3.9	5.6	11.3	0.2	0.1	22.5	23	44	0.5	360	149	280	0.13	0.09	1.5
Bounty Main Dish Products																
Beef Stew	79	7.2	2.5	7.0	0.5	0.4	18.7	16	31	1.1	389	191	1923	0.02	0.06	1.7
Chicken Stew	82	6.1	3.4	6.8	0.2	0.3	17.8	11	51	0.6	426	150	1942	0.03	0.04	2.0
Chili Con Carne (with beans)	119	7.0	5.8	9.6	0.7	0.6	24.9	31	91	1.9	459	366	583	0.05	0.07	2.2
Bounty Pudding																
Rice, with Cinnamon	151	1.7	6.1	22.6	0.2	0.18	30.9	47	37	0.5	71	65	trace	0.03	0.11	0.1

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[1] 100 gram portion measures between ⅓ and ½ cup.

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

VARIETY Swanson Brand Frozen Prepared Products	Weight g.	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
"TV" Brand Dinners (1 complete dinner)																	
Beans & Franks	326	610	17.9	28.7	70.1	2.3	0.6	122.9	94	231	4.0	1085	544	trace	0.40	0.13	4.3
Beef	312	414	33.1	16.8	32.5	1.6	1.6	88.0	22	296	4.7	999	655	157	0.34	0.19	6.6
Chopped Sirloin Beef	284	447	26.9	19.9	40.0	1.7	1.7	92.5	54	301	3.4	978	666	312	0.40	0.20	7.4
Filet of Ocean Fish	347	397	29.2	14.9	36.5	1.7	2.1	87.2	146	368	1.7	1111	677	trace	0.56	0.17	5.6
Fish 'n' French Fries	276	429	26.0	17.7	41.4	1.4	1.4	91.5	75	312	2.2	1368	764	442	0.61	0.14	6.9
Fried Chicken	340	600	37.4	20.3	46.6	1.4	1.7	119.5	136	361	3.4	1174	731	2892	0.44	0.20	10.9
Ham	291	366	22.7	11.9	42.1	1.7	1.8	83.1	70	302	3.5	1258	416	7846	0.76	0.17	4.4
Loin of Pork	284	460	25.3	21.9	40.5	0.6	0.9	90.9	26	275	2.0	820	613	trace	0.71	0.23	5.1
Macaroni and Beef	319	302	16.0	10.9	35.0	1.6	0.3	67.3	178	153	2.2	1499	490	883	0.41	0.22	3.8
Macaroni and Cheese	361	367	12.6	13.7	48.4	1.4	0.3	80.4	184	153	2.5	1451	191	1264	0.43	0.29	2.5
Meat Loaf	284	419	19.0	19.3	42.2	1.1	1.4	85.6	91	201	4.0	1006	680	987	0.31	0.17	4.5
Noodles and Chicken	305	370	12.8	15.0	46.0	0.3	0.3	77.8	73	192	2.1	1410	198	trace	0.37	0.21	3.1
Shrimp	213	358	18.4	13.1	41.5	1.3	1.2	78.3	118	208	3.1	1035	579	815	0.48	0.11	4.8
Spaghetti and Meatballs	326	323	14.3	9.8	44.4	1.3	0.6	73.7	88	212	3.3	1138	437	1366	0.46	0.20	4.9
Swiss Steak	284	361	20.2	15.6	35.0	1.1	0.8	74.7	37	173	4.8	682	540	2450	0.34	0.20	3.1
Turkey	347	401	28.5	12.5	43.7	1.4	1.7	90.2	73	326	2.8	1058	590	260	0.42	0.24	8.0
Veal Parmigiana	347	492	23.6	23.0	47.7	1.4	1.8	100.6	174	368	2.4	1335	493	470	0.69	0.56	7.5
International Dinners (1 complete dinner)																	
Chinese Style	312	356	19.7	12.6	40.9	0.9	0.6	78.6	76	154	2.5	1606	346	trace	0.19	0.13	3.1
German Style	312	405	25.9	14.7	42.2	0.2	1.3	87.4	56	184	3.7	1372	568	580	0.19	0.22	5.6
Italian Style	401	448	17.2	18.1	54.1	1.6	1.2	95.0	214	244	2.0	1244	535	1425	0.32	0.28	2.0
Mexican Style	461	658	26.7	31.3	67.3	2.3	1.8	134.5	147	364	5.1	1866	737	2824	0.55	0.23	5.5
3 Course Dinners (1 complete dinner)																	
Beef	461	602	37.3	21.2	65.4	1.4	1.8	129.9	32	332	3.2	1027	806	1442	0.37	0.23	8.3
Fried Chicken	454	652	30.4	18.6	90.8	1.4	0.9	145.7	100	400	1.8	1344	894	1671	0.26	0.41	12.2
Meat Loaf	454	495	26.4	20.5	51.1	1.4	1.8	106.2	85	360	6.8	2045	680	2315	0.23	0.27	9.1
Salisbury Steak	482	520	33.3	20.7	50.2	1.4	1.5	111.9	92	328	3.4	1819	768	907	0.49	0.29	8.7
Turkey	497	557	30.3	18.4	67.6	2.0	1.5	124.3	104	427	2.0	1789	844	790	0.50	0.30	10.4

PROXIMATE, MINERAL AND VITAMIN COMPOSITION OF CAMPBELL SOUP COMPANY PRODUCTS

VARIETY Swanson Brand Frozen Prepared Products (Cont.)	Weight g.	Calories	Protein g.	Fat g.	Carbohydrate g.	Crude Fiber g.	Ash (Salt Free) g.	Solids g.	Calcium mg.	Phosphorus mg.	Iron mg.	Sodium mg.	Potassium mg.	Vitamin A I.U.	Thiamine mg.	Riboflavin mg.	Niacin mg.
Meat Pies (Complete 8-ounce pie)																	
Beef	227	443	16.6	25.4	37.0	0.5	0.8	82.9	14	117	3.4	1008	211	1401	0.20	0.27	4.7
Chicken	227	503	15.7	25.4	52.9	0.7	1.4	98.3	25	114	1.4	863	179	2082	0.23	0.23	4.3
Turkey	227	442	14.1	25.0	40.1	0.2	0.7	82.6	21	107	1.4	864	157	2043	0.23	0.23	3.9
Deep Dish Meat Pies (Complete 16-ounce pie)																	
Beef	454	631	30.9	33.6	51.3	0.9	1.9	122.6	45	356	4.5	1952	885	6973	0.55	0.43	9.2
Chicken	454	731	30.9	41.8	57.7	0.9	0.5	137.6	70	301	2.7	2093	568	533[illegible]	0.55	0.34	8.8
Turkey	454	608	30.4	30.4	53.1	0.9	0.0	120.3	81	308	3.2	2193	613	814[illegible]	0.55	0.40	7.7
"TV" Brand Entrées (1 complete entrée)																	
Breaded Veal with Spaghetti	234	272	17.3	11.5	24.9	0.7	0.9	57.7	27	155	2.3	974	424	725	0.28	0.21	6.3
Fried Chicken with Whipped Potatoes	199	412	24.0	23.1	27.0	0.2	1.4	77.9	68	203	1.6	895	480	trace	0.22	0.28	8.8
Meat Loaf with Whipped Potatoes	262	329	19.1	14.6	30.4	0.8	1.0	69.0	41	220	2.1	1315	620	trace	0.24	0.21	5.2
Salisbury Steak with Crinkle-Cut Potatoes	170	360	16.0	18.9	30.5	0.5	1.2	69.0	34	146	2.2	775	655	trace	0.32	0.14	9.0
Turkey with Whipped Potatoes	238	292	21.9	10.5	27.5	0.2	1.4	63.9	85	172	1.4	955	449	trace	0.07	0.14	7.6
Frozen Breakfasts (1 complete breakfast)																	
French Toast and Sausage Patties	142	336	17.3	17.6	27.1	0.1	0.9	64.9	79	168	3.4	765	264	trace	0.93	0.53	2.2
Pancakes and Sausage Patties	128	340	12.7	18.4	30.9	0.1	1.0	64.9	74	250	1.2	815	220	trace	0.69	0.26	1.8
Scrambled Eggs • Sausage Patty • Country Style Fried Potatoes	184	452	14.9	30.3	30.0	0.2	0.2	77.5	74	203	3.1	760	508	trace	0.44	0.44	2.8

FOOD AND NUTRITION BOARD, NATIONAL ACADEMY OF SCIENCES–NATIONAL RESEARCH COUNCIL
RECOMMENDED DAILY DIETARY ALLOWANCES,[a] REVISED 1968

Designed for the maintenance of good nutrition of practically all healthy people in the U.S.A.

	AGE[b] (years) From Up to	WEIGHT (kg)	WEIGHT (lbs)	HEIGHT cm	HEIGHT (in.)	kcal	PROTEIN (gm)	FAT-SOLUBLE VITAMINS: VITAMIN A ACTIVITY (IU)	VITAMIN D (IU)	VITAMIN E ACTIVITY (IU)	WATER-SOLUBLE VITAMINS: ASCORBIC ACID (mg)	FOLACIN[c] (mg)	NIACIN (mg equiv)[d]	RIBOFLAVIN (mg)	THIAMIN (mg)	VITAMIN B6 (mg)	VITAMIN B12 (μg)	MINERALS: CALCIUM (g)	PHOSPHORUS (g)	IODINE (μg)	IRON (mg)	MAGNESIUM (mg)
Infants	0 – 1/6	4	9	55	22	kg × 120	kg × 2.2[f]	1,500	400	5	35	0.05	5	0.4	0.2	0.2	1.0	0.4	0.2	25	6	40
	1/6 – 1/2	7	15	63	25	kg × 110	kg × 2.0[f]	1,500	400	5	35	0.05	7	0.5	0.4	0.3	1.5	0.5	0.4	40	10	60
	1/2 – 1	9	20	72	28	kg × 100	kg × 1.8[f]	1,500	400	5	35	0.1	8	0.6	0.5	0.4	2.0	0.6	0.5	45	15	70
Children	1 – 2	12	26	81	32	1,100	25	2,000	400	10	40	0.1	8	0.6	0.6	0.5	2.0	0.7	0.7	55	15	100
	2 – 3	14	31	91	36	1,250	25	2,000	400	10	40	0.2	8	0.7	0.6	0.6	2.5	0.8	0.8	60	15	150
	3 – 4	16	35	100	39	1,400	30	2,500	400	10	40	0.2	9	0.8	0.7	0.7	3	0.8	0.8	70	10	200
	4 – 6	19	42	110	43	1,600	30	2,500	400	10	40	0.2	11	0.9	0.8	0.9	4	0.8	0.8	80	10	200
	6 – 8	23	51	121	48	2,000	35	3,500	400	15	40	0.2	13	1.1	1.0	1.0	4	0.9	0.9	100	10	250
	8 – 10	28	62	131	52	2,200	40	3,500	400	15	40	0.3	15	1.2	1.1	1.2	5	1.0	1.0	110	10	250
Males	10 – 12	35	77	140	55	2,500	45	4,500	400	20	40	0.4	17	1.3	1.3	1.4	5	1.2	1.2	125	10	300
	12 – 14	43	95	151	59	2,700	50	5,000	400	20	45	0.4	18	1.4	1.4	1.6	5	1.4	1.4	135	18	350
	14 – 18	59	130	170	67	3,000	60	5,000	400	25	55	0.4	20	1.5	1.5	1.8	5	1.4	1.4	150	18	400
	18 – 22	67	147	175	69	2,800	60	5,000	400	30	60	0.4	18	1.6	1.4	2.0	5	0.8	0.8	140	10	400
	22 – 35	70	154	175	69	2,800	65	5,000	—	30	60	0.4	18	1.7	1.4	2.0	5	0.8	0.8	140	10	350
	35 – 55	70	154	173	68	2,600	65	5,000	—	30	60	0.4	17	1.7	1.3	2.0	5	0.8	0.8	125	10	350
	55 – 75+	70	154	171	67	2,400	65	5,000	—	30	60	0.4	14	1.7	1.2	2.0	6	0.8	0.8	110	10	350
Females	10 – 12	35	77	142	56	2,250	50	4,500	400	20	40	0.4	15	1.3	1.1	1.4	5	1.2	1.2	110	18	300
	12 – 14	44	97	154	61	2,300	50	5,000	400	20	45	0.4	15	1.4	1.2	1.6	5	1.3	1.3	115	18	350
	14 – 16	52	114	157	62	2,400	55	5,000	400	25	50	0.4	16	1.4	1.2	1.8	5	1.3	1.3	120	18	350
	16 – 18	54	119	160	63	2,300	55	5,000	400	25	50	0.4	15	1.5	1.2	2.0	5	1.3	1.3	115	18	350
	18 – 22	58	128	163	64	2,000	55	5,000	400	25	55	0.4	13	1.5	1.0	2.0	5	0.8	0.8	100	18	350
	22 – 35	58	128	163	64	2,000	55	5,000	—	25	55	0.4	13	1.5	1.0	2.0	5	0.8	0.8	100	18	300
	35 – 55	58	128	160	63	1,850	55	5,000	—	25	55	0.4	13	1.5	1.0	2.0	5	0.8	0.8	90	18	300
	55 – 75+	58	128	157	62	1,700	55	5,000	—	25	55	0.4	13	1.5	1.0	2.0	6	0.8	0.8	80	10	300
Pregnancy						+200	65	6,000	400	30	60	0.8	15	1.8	+0.1	2.5	8	+0.4	+0.4	125	18	450
Lactation						+1,000	75	8,000	400	30	60	0.5	20	2.0	+0.5	2.5	6	+0.5	+0.5	150	18	450

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[a] The allowance levels are intended to cover individual variations among most normal persons as they live in the United States under usual environmental stresses. The recommended allowances can be attained with a variety of common foods, providing other nutrients for which human requirements have been less well defined. See text for more-detailed discussion of allowances and of nutrients not tabulated.

[b] Entries on lines for age range 22–35 years represent the reference man and woman at age 22. All other entries represent allowances for the midpoint of the specified age range.

[c] The folacin allowances refer to dietary sources as determined by *Lactobacillus casei* assay. Pure forms of folacin may be effective in doses less than ¼ of the RDA.

[d] Niacin equivalents include dietary sources of the vitamin itself plus 1 mg equivalent for each 60 mg of dietary tryptophan.

[f] Assumes protein equivalent to human milk. For proteins not 100 percent utilized factors should be increased proportionately.

RECOMMENDATIONS FOR PLACING CAMPBELL'S SOUPS* INTO EXCHANGE LISTS

* These recommendations are based on a *one cup portion* when prepared according to directions on the label. If milk is used in the preparation, use part of your daily requirement. When serving a portion, be sure the soup is well blended.

Exchange Substitution for 1 Bread and ½ Fat

Tomato
Tomato, Bisque of
Tomato Rice

Exchange Substitution for ½ Bread and ½ Fat

Asparagus, Cream of
Clam Chowder (Manhattan Style)
Golden Vegetable Noodle-O's
Minestrone
Potato, Cream of

Exchange Substitution for ½ Bread and 1 Fat

Celery, Cream of
Chicken, Cream of
Mushroom, Golden
Oyster Stew

Exchange Substitution for ½ Bread and 2 Fat

Mushroom, Cream of

Exchange Substitution for ½ Meat and ½ Bread

Chicken Vegetable
Noodles & Ground Beef
Pepper Pot
Scotch Broth
Turkey Noodle
Turkey Vegetable
Frozen Vegetable with Beef, Old-Fashioned

Exchange Substitution for ½ Meat and 1 Bread

Black Bean
Tomato-Beef Noodle-O's
Frozen Green Pea with Ham

Exchange Substitution for ½ Meat and 1½ Bread

Bean with Bacon
Chili Beef
Green Pea

Exchange Substitution for 1 Meat and ½ Bread

Beef

Exchange Substitution for 1 Meat and 1½ Bread

Hot Dog Bean
Split Pea with Ham

Exchange Substitution for ¼ Meat and ½ Bread

Chicken Gumbo
Chicken Noodle
Chicken Noodle-O's
Chicken with Rice
Chicken & Stars

Exchange Substitution for ½ Meat and ½ Vegetable B

Onion

Exchange Substitution for ½ Meat and 1 Vegetable B

Stockpot
Vegetable Beef

Exchange Substitution for ½ Bread and 1 Vegetable B

Vegetable
Vegetarian Vegetable

Exchange Substitution for Vegetable B and ½ Fat

Vegetable, Old Fashioned

Exchange Substitution for ½ Meat, ½ Bread and 1 Fat

Cheddar Cheese
Frozen Clam Chowder (New England Style)
Frozen Oyster Stew

Exchange Substitution for ½ Meat, ½ Bread and 2 Fat

Frozen Shrimp, Cream of

Exchange Substitution for ¼ Bread, ½ Meat and ½ Fat

Chicken 'n Dumplings

Exchange Substitution for ¼ Milk and ½ Bread

Potato, Cream of

ADDITIONAL COPIES AVAILABLE FOR PATIENTS.

OTHER CAMPBELL PRODUCTS* IN EXCHANGE LISTS

CAMPBELL'S CANNED PRODUCTS*

*¼ cup Portion

Exchange Substitution for
1 Bread

Barbecue Beans
Pork & Beans with Tomato Sauce

Exchange Substitution for
1 Meat and ½ Bread

Beans & Franks in Tomato & Molasses Sauce

Exchange Substitution for
½ Meat and ½ Bread

Beans 'n Beef in Tomato Sauce

FRANCO-AMERICAN PRODUCTS*

*1 cup Portion

Exchange Substitution for
½ Meat and 2 Bread

Italian Style Spaghetti

Exchange Substitution for
½ Meat and 2½ Bread

Spaghetti in Tomato Sauce with Cheese

Exchange Substitution for
½ Meat, ½ Milk and 1½ Bread

Mararoni & Cheese
"MacaroniOs" with Cheese Sauce

Exchange Substitution for
½ Meat, 2 Bread and 2 Fat

"SpaghettiOs" with Sliced Franks in Tomato Sauce

Exchange Substitution for
1 Meat and 1½ Bread

Macaroni 'n Beef in Tomato Sauce

Exchange Substitution for
1 Meat, 2 Bread and 2 Fat

Spaghetti 'n Beef in Tomato Sauce

Exchange Substitution for
1 Meat, 1½ Bread and 2 Fat

Spaghetti with Meatballs in Tomato Sauce

Exchange Substitution for
1 Meat, 1½ Bread and 1 Fat

"SpaghettiOs" with Meatballs in Tomato Sauce

Exchange Substitution for
2½ Bread and ½ Fat

"SpaghettiOs" in Tomato and Cheese Sauce

BOUNTY MAIN DISH PRODUCTS*

*1 cup Portion

Exchange Substitution for
2 Meat and 1½ Bread

Chili Con Carne (with Beans)

Exchange Substitution for
2 Meat, ½ Bread, 1 Vegetable B

Beef Stew

Exchange Substitution for
1½ Meat, ½ Bread and 1 Vegetable B

Chicken Stew

SWANSON BRAND
FROZEN PREPARED PRODUCTS
INDIVIDUAL MEAT PIES

(8 ounces each)

Exchange Substitution for
1½ Meat, 2 Bread, 1 Vegetable B and 3 Fat

Beef Pie

Exchange Substitution for
1 Meat, 3 Bread, 1 Vegetable B and 4 Fat

Chicken Pie

Exchange Substitution for
1 Meat, 2 Bread, 1 Vegetable B and 4 Fat

Turkey Pie

DEEP DISH MEAT PIES

(16 ounces each)

Exchange Substitution for
3 Meat, 3 Bread, 1 Vegetable B and 3 Fat

Beef Pie
Turkey Pie

Exchange Substitution for
3 Meat, 3 Bread, 1 Vegetable B and 5 Fat

Chicken Pie

Other products that you may serve but do not need to measure are:

Beef Broth (Bouillon)
Consomme (beef, gelatin added)
Tomato Juice
"V-8" Cocktail Vegetable Juice

These recommendations have been developed by Campbell Soup Company, based on the Standard Exchange Units set forth by American Dietetic Association, American Diabetes Association, and Public Health Service Department of Health, Education and Welfare.

FOOD VALUE STRETCHERS
Recipes Using Evaporated Milk and Other Donated Foods

Suggestions for Leader:

As you show the slides you may want to teach how cups and spoons and other common household items can be used in making these recipes.

Perhaps you can set up a display showing measuring equipment and items that can be substituted.

Fruits and vegetables needed to supplement donated food make a colorful display. Use "Good Buys" — either fresh or canned.

NARRATIVE GUIDE for Slide Set and Filmstrip Presentation C-152

November 1968 • Consumer and Marketing Service • U. S. Department of Agriculture

Note to Leader: This slide presentation has as its main objective to show families how to use some of the donated foods — especially evaporated milk — in preparing good meals. Before showing the slides, you will want to do a little introduction. This commentary is just a suggestion.

FOOD VALUE
STRETCHERS

1. Milk is an important food for every member of the family. Many of the foods in our meals can be made with evaportated milk. Donated evaporated milk is of the same high quality as any of the name brands sold in the stores. You can use donated evaporated milk or any name brand that you buy to make the recipes you are going to see.

2. Frosted Oatmeal Cookies are good for dessert — or a snack between meals. To make the cookies, put brown sugar, butter and egg into a bowl and mix well.

Note to Leader: Point out that margarine or other fat may be used in place of butter.

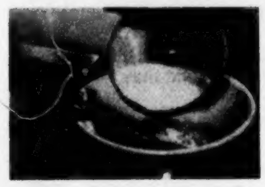
3. Stir in evaporated milk.

4. Stir in uncooked rolled oats.

5. Flour does not have to be sifted. To measure flour, spoon it lightly into a cup.

6. Level off with straight edge of knife.

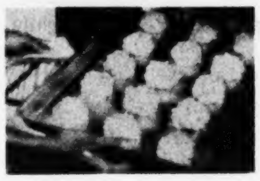
7. Mix flour, baking powder, salt and nutmeg together in a bowl.



8. Add flour mixture to oat mixture. Stir well to mix.

9. Grease baking pan.

10. Drop cookie dough onto pan. Leave space in between for cookies to spread in baking.



11. Bake cookies at 350°F (moderate oven) for 18 to 20 minutes, or until cookies are golden brown.

Note to Leader: Point out that the oven should be preheated.

12. If you want frosting for the cookies,this is an easy one to make. Mix confectioners sugar, vanilla and evaporated milk in a small bowl. Stir until free from lumps.

Note to Leader: Point out that if frosting is too thick to spread easily, a few drops of evaporated milk can be stirred in to thin it. If frosting is too thin, a little more confectioners sugar can be stirred in.

13. Spread frosting onto cookies after they have been cooled.

14. The recipe for Frosted Oatmeal Cookies is on your recipe sheet.

15. A good salad for the family is Calico Slaw. To make the slaw, clean and wash the cabbage, turnip, carrot, onion and apple. Shred cabbage, carrot and turnip. Core and chop the apple. Chop the green pepper and slice the onion thin. Mix vegetables and apple in a large bowl.

Note to Leader: Point out "Vegetables can be chopped with a knife when you do not have a grater."

SUGAR
VINEGAR
SALT

16. To make dressing for the slaw, add sugar to evaporated milk and stir well. Add salt and pepper.

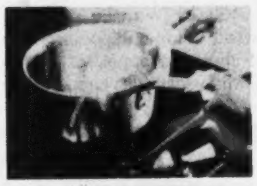
17. Stir in vinegar, a tablespoon at a time.

18. Pour dressing over vegetables and apple. Mix well. Cover and chill in refrigerator for about an hour.

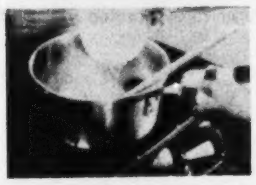
19. This shows the finished Calico Slaw garnished with lettuce leaves.

20. A cheese sauce can give variety and flavor to many foods. Before starting to cook the sauce, shred or cut up the amount of cheese called for in the recipe.

Note to Leader: Point out that cheese needs to be in fine pieces so it will melt easily over low heat.



21. Melt butter or margarine over low heat. Stir in flour and mix well.

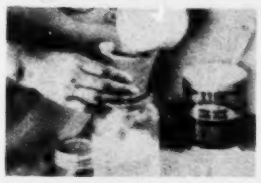


22. Stir in water.

23. Stir in a can of evaporated milk. Cook over medium heat until thickened, stirring all the time.

24. Add cheese. Cook over low heat, stirring until cheese is melted.

25. Hot cheese sauce is good over cooked vegetables, rice, meat loaf, cornbread, and scrambled eggs.



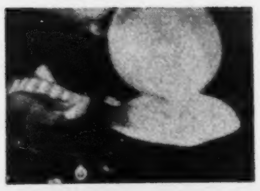
26. It is easy to make scrambled eggs with donated Scrambled Egg Mix. A simple way is to add the dry mix to the warm water in a jar.

Note to Leader: Call attention to funnel made of brown paper.

27. Cover jar tightly and shake until well mixed.

28. Pour from the jar into a heated greased fry pan. Cook over medium heat until eggs are firm. Stir now and then.

29. Another way is to put egg mix and warm water in a bowl. Beat until well mixed.

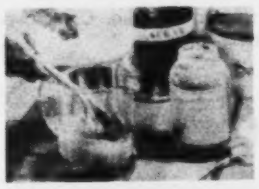


30. Pour into a heated greased fry pan and cook over medium heat.

31. Scrambled eggs are good for lunch. A good vegetable to go with scrambled eggs is cabbage with cheese sauce.

32. Scrambled eggs are good for breakfast – but, they are also good for any meal of the day!

33. Peanutty milk is easy to make for a between - meal snack. To make the drink, mix salt and sugar with peanut butter.



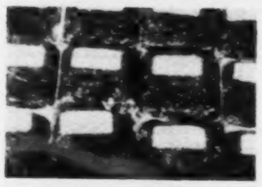
34. Stir water into peanut butter mixture, a little at a time.

35. Stir in a can of evaporated milk, mixing until smooth. Cover and store in refrigerator until chilled.

36. Peanutty milk drink and cookies go well together for special party treat for the youngsters.

37. Ground beef is easy to use and can be used to make many good meat dishes. The next recipe is for ground beef mix. It can be used to make hamburger patties.

38. The ground beef mix can also be used to make meat loaf, stuffed green peppers, stuffed cabbage rolls and in many other ways.

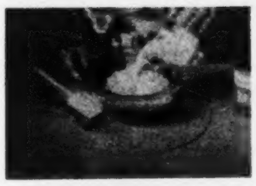


39. Ground beef is a good meat buy.

40. To make a ground beef mix which can be used in many ways, start with a pound of ground beef. Add 1/4 cup fine dry bread crumbs.

Note to Leader: Point out that in place of dry bread crumbs any one of the following can be used:
1/4 cup uncooked cornmeal
2/3 cup uncooked rolled oats or rolled wheat
1 cup soft bread crumps (about 1½ slices bread pulled into small crumbs).

41. Chop 1 medium onion and add to meat and crumbs in bowl. Add 1 teaspoon salt and a sprinkle of pepper.



42. Pour 2/3 cup evaporated milk into the bowl with the beef, crumbs, onion, salt and pepper.

43. Mix lightly, but well. Use at once to make a meat dish for your family.

Note to Leader: A fork especially designed for mixing jobs is shown here. However, a regular table fork is a "good tool" for mixing jobs such at this.

44. The ground beef mix can be shaped into balls and used in making many meat ball dishes.

Note to Leader: The ground beef mix makes 12 meat balls, using a scant 1/4 cup of the mix for each ball. A 1/4 cup measure makes it easy to turn out meat balls of the same size. However, meat balls of equal size could be made using a large spoon, for example, in scooping up meat mixture to shape into balls.

45. Melt butter or shortening in a fry pan over medium heat. Add meat balls and cook to brown. Turn meat balls over now and then to brown all sides.

46. It is easy to make Spaghetti and Meat Balls – and use only one pan. After the meat balls are browned, add chopped green pepper and onion, and cook until tender. Pour tomato juice over and sprinkle with salt and oregano. Bring to a boil, and add spaghetti broken into small pieces. Cover pan and cook over very low heat 40 minutes, or until spaghetti is tender.

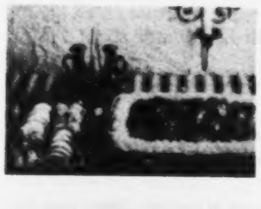
Note to Leader: If oregano is not a common seasoning in your area, rubbed sage could be suggested in its place – or the mention of this seasoning omitted. A small bay leaf, crumbled in pieces, is also a good seasoner if that is popular in your area.

47. This Easy Spaghetti and Meat Balls is a good dish for supper.

Note to Leader: Cut-up donated cheese (or Parmesan cheese if it is commonly used in your area) may be sprinkled over Spaghetti and Meat Balls before serving.

48. Meat Balls Spanish-style is also a good dish that can be cooked in only one pan. After the meat balls are browned, add chopped green pepper and onion, and cook until tender. Peel and cut up four tomatoes and add to pan. Sprinkle with salt and pepper. Mix a can of tomato paste with a can of water and pour into pan. Cover pan and cook over low heat 30 minutes.

Note to Leader: 1/2 cup sliced stuffed olives can be added with the tomatoes, if they are available and commonly used. As a seasoner, a small clove of garlic can be cut fine and added. Also a drop or two of hot liquid pepper seasoning can be added if this is a common ingredient.
If fresh tomatoes are not in season and not available as a good buy, a large can of tomatoes (1 lb. 12 oz.) can be used instead. Drain liquid from canned tomatoes and use 2/3 cup for mixing with tomato paste. If there is additional liquid from canned tomatoes, mix with a little flour and add to pan during last few minutes of cooking.



49. Serve Meat Balls Spanish-style over hot cooked rice — or bulgar.

Note to Leader: The hot cooked rice shown with the Meat Balls Spanish-style has been colored with saffron to make it yellow. Plain rice or bulgar would be equally good.

Note to Leader: Recipes for foods shown are on following pages.

FROSTED OATMEAL COOKIES

- 1 cup brown sugar, packed
- 1/2 cup softened fat (butter, margarine or shortening)
- 1 egg
- 1 cup evaporated milk
- 1½ cups uncooked rolled oats
- 2 cups flour
- 1/2 teaspoon salt
- 1/2 teaspoon nutmeg
- 2 teaspoons baking powder
- Easy Vanilla Frosting, if you like

Put sugar, fat and egg in a bowl. Mix well. Stir in evaporated milk. Mix in oats. Mix together flour, salt, nutmeg and baking powder in a small bowl. Add to oat mixture, stirring to mix well. Drop dough by spoonfuls on greased baking pan. Leave room for cookies to spread. Bake at 350°F. (moderate oven) until lightly browned, about 18 to 20 minutes. When cold, spread tops with frosting. If you like, leave cookies plain — they are good that way, too. Makes 2½ dozen cookies.

EASY VANILLA FROSTING

- 1½ cups confectioners sugar*
- 1/2 teaspoon vanilla
- 3 tablespoons evaporated milk (about)

Mix sugar, vanilla and evaporated milk in a small bowl. Stir until free from lumps. If frosting is too thick to spread easily, stir in a few drops more evaporated milk. If frosting is too thin, add a little more confectioners sugar.

***Confectioners sugar is sometimes called powdered sugar.**

CALICO SLAW

- 1/2 small head cabbage
- 1 medium turnip
- 2 medium carrots
- 1 apple
- 1/2 green pepper
- 1 green onion

Dressing

- 1/2 cup evaporated milk
- 4 tablespoons sugar
- 1/4 teaspoon salt
- 1/8 teaspoon pepper
- 4 tablespoons vinegar

Clean and wash vegetables and apple. Shred or chop cabbage, turnip and carrots. Core and chop apple. Chop green pepper. Slice green onion. Place vegetables and apple in a large bowl. There should be about 5 cups. To make dressing, add sugar to evaporated milk and stir well. Add salt and pepper. Stir in vinegar a tablespoon at a time. Pour dressing over vegetables and apple in bowl. Mix lightly. Cover bowl and chill in refrigerator about 1 hour. Makes 6 servings.

CHEESE SAUCE

- 2 tablespoons butter or margarine
- 2 tablespoons flour
- 1/2 cup water
- 1 tall can (13 fl. oz.) evaporated milk
- 1 cup shredded or cut-up cheddar cheese

Melt butter (or margarine) in saucepan over low heat. Mix in flour. Stir in water, then evaporated milk. Cook, stirring all the time, over medium heat until thickened. Add cheese. Turn heat low, and cook, stirring until cheese is melted. Serve over hot cooked vegetables, rice, meat loaf, cornbread or scrambled eggs. Makes about 2 cups sauce.

PEANUTTY MILK DRINK

- 1/2 cup peanut butter
- 1/8 teaspoon salt
- 2 tablespoons sugar
- 1 cup water
- 1 tall can (13 fl. oz.) evaporated milk

Mix salt and sugar with peanut butter. Stir in water a little at a time, mixing well. Stir in evaporated milk until smooth. Cover and chill in refrigerator. Makes 4 servings.

GROUND BEEF MIX

1 pound ground beef
1/4 cup fine dry bread crumbs*
1 medium onion, chopped
1 teaspoon salt
Sprinkle of pepper
2/3 cup evaporated milk

With fork mix all ingredients well. Use at once to make hamburger patties, meat loaf, or other meat dishes.

***In place of dry bread crumbs, 1/4 cup uncooked corn meal, OR 2/3 cup uncooked rolled oats, OR 1 cup soft bread crumbs (about 1½ slices bread pulled into small crumbs) may be used.**

To make Hamburger Patties: Shape ground beef mix into 6 patties. Melt 2 tablespoons fat in large fry pan. Fry patties over medium heat 3 minutes. Turn patties over carefully so as not to break, and fry 3 minutes longer. Makes 6 hamburgers.

To make Meat Loaf: Shape ground beef mix into a loaf in shallow baking pan. Bake at 350°F. (moderate oven) until done, about 1 hour. Makes 6 servings.

To make Stuffed Green Peppers: Cut 4 medium green peppers in halves crosswise. Remove seeds and membrane. Wash pepper halves. Place in saucepan with 1 cup water and 1 teaspoon salt. Bring to a boil, cover and boil 5 minutes. Drain. Spoon ground beef mix into pepper halves. Place peppers in baking pan, meat side up. Bake at 350°F. (moderate oven) for 30 minutes. Spoon 2 teaspoons tomato catsup over meat in each pepper half. Bake 15 to 20 minutes longer. Makes 6 to 8 servings.

To make Stuffed Cabbage Rolls: Wash 12 large leaves from head of cabbage. Stand leaves in large kettle. Pour boiling water over. Cover and let stand 10 minutes. Remove leaves and drain. Place about 1/4 cup ground beef mix on each cabbage leaf near the stem end. Roll each leaf up, folding in sides to keep filling in place. Melt 1 tablespoon fat in large fry pan. Place cabbage rolls fold side down in pan. Cover and cook over low heat 30 minutes. Turn rolls over in pan. Spoon large can of tomatoes (1 lb. 12 oz.) over rolls. Cover and cook 5 minutes longer. If you want to thicken the tomato sauce, remove cooked cabbage rolls to platter. Mix a little flour with water to make a paste. Stir into tomato mixture and cook to thicken. Pour over cabbage rolls. Makes 6 servings.

To make Spaghetti and Meat Balls: Shape ground beef mix into 12 balls. Melt 2 tablespoons fat in large fry pan. Add meat balls, cook over medium heat turning balls to brown all sides. Push browned meat balls to outside edge of fry pan. Put 1/4 cup chopped green pepper and 1/2 cup chopped onion in center of fry pan, and cook until tender. Pour 4½ cups canned tomato juice into fry pan. Sprinkle in 1 teaspoon salt. If you like, add 1/2 teaspoon oregano and 1 small bay leaf, crumbled. Bring to a boil over high heat. Add 2½ cups broken-up uncooked spaghetti, and stir in tomato juice. Cover fry pan tightly and turn heat low. Cook 40 minutes, or until spaghetti is tender. Makes 6 servings.

Additional copies of this slide presentation can be purchased from Photography Division, Office of Information, U. S. Department of Agriculture, Washington, D.C., 20250. Cost of the 50 frame color slide set is $5.50. Two copies of the narrative guide will accompany each set of slides.

Copies of the filmstrip, available at the same price, can be ordered from Photo Lab., Inc., 3825 Georgia Ave., N.W., Washington, D,C. 20011.

you can help fight hunger in america...

FOOD STAMP HANDBOOK for VOLUNTEERS

FOOD AND
NUTRITION SERVICE
U.S. DEPARTMENT
OF AGRICULTURE

FNS-1

VOLUNTEERS AGAINST HUNGER

You and your neighbors have an important role in the campaign to end hunger and malnutrition in America. By helping low-income people get and make good use of the food help available from the U.S. Department of Agriculture, you can contribute greatly to the lives of disadvantaged families in your area and thus to the life of the entire community.

American farmers produce plenty of food to provide every American with an adequate diet. The problem is to get it to all low-income people who need it–especially the aging, the disadvantaged, growing children, mothers, and unemployed workers.

For most poor people, food help is close at hand, right in their own communities. All but a few counties and cities have in operation either USDA's Food Stamp Program to enable low-income people to buy more food at their local stores, or the Family Food Donation Program which provides a variety of nutritious foods for local distribution to poor families. The goal is to have these programs available to people in every corner of the Nation.

Another part of the problem is to extend the reach and improve the effectiveness of family food programs in communities where they are already operating. Many poor people are not getting the benefits they should from food help now available to them. Whether it's because of fear, suspicion, lack of motivation, lack of transportation, or physical handicaps–there is usually an identifiable reason. A reason that can often be dealt with by concerned citizens of good will who can lend a helping hand.

Many individuals and private organizations have asked the U.S. Department of Agriculture what they can do to help, and many are already conducting well-planned service projects to help reach low-income people with the food assistance they need for better diets and better health.

This handbook outlines some of the ways you can help poor people improve their diets, and gives you information and facts about the Food Stamp Program that will be useful to you in your work.

GETTING STARTED

You can make a valuable contribution to the fight on malnutrition in your own community, by working individually or as part of a group. But first, find out all about the Food Stamp Program and what others may be doing to help low-income families with their food problems. Here are some ideas for getting started:

1. Get in touch with your local welfare department to find out about operations of the Food Stamp Program, and what volunteers can do to help. The telephone number of the welfare agency is listed in the same section of the telephone directory as other departments of your county or city government.
2. Find out what other volunteers are doing to help. You can get leads from:
    - The local welfare and health departments.
    - The listing of social service organizations in the yellow pages of your telephone directory.
    - The County Extension Service. The telephone number should be listed along with other offices of local government.
    - Clergymen and other church leaders, nurses, teachers, Head Start and Community Action Program leaders.
3. Make personal visits to volunteer activities to get a first-hand view and find out what additional help may be needed.
4. If you decide on a project that's new for your community, consider these questions:
    - What support can you get from others, including local officials and leaders of voluntary groups?
    - How does your project tie in with what other groups are doing?
    - Will there be overlap or duplication?
5. Find out if your area has a training program for volunteers. Is there a system to coordinate and direct their efforts? Can it be used for volunteers helping with food programs? In many counties and cities the welfare department assigns a staff member to work with volunteers so their activities will complement the work of the professionals. Major voluntary organizations also have training programs. Whatever the approach, there needs to be a way to provide information, guidance and direction to volunteers.

VOLUNTEER ROLES

In general, volunteers and community organizations can be most effective by devoting their capabilities and resources to activities that fit into five major inter-related categories:

- OUTREACH
- DIRECT HELP
- FOOD EDUCATION
- MONEY
- COMMUNITY SUPPORT

Here are things that can be and are being done by volunteers and groups of volunteers. They can be a starting point for you–then let your imagination and ingenuity find new and better ways of speeding and broadening the malnutrition battle.

Outreach

> *In Tappahanock, Va., a newspaperwoman who does volunteer work at a hospital seeks out patients whose illnesses appear to be related to nutrition and tells them about USDA food assistance that may be available in their home county. When they are discharged, she follows up and helps them apply for food stamps or donated foods.*

Many poor people, because of isolation, suspicion, ignorance, or apathy don't know that food help is available. Or, if they do know, they don't know how to go about getting it. Informing and motivating the malnourished is a vital need. Volunteers can make door-to-door canvasses in low-income neighborhoods and housing projects, make assigned home visits to public assistance households, prepare posters, exhibits and operate information booths in grocery stores, employment agencies, welfare offices, health clinics, churches, neighborhood centers and other places where people gather.

Direct Help

> *In Adair County, Ky., a volunteer transports food stamp users to the issuance office in Columbia, and then takes them to the grocery store.*

> *In Detroit, Mich., through a practice called "multiple proxy," a volunteer purchases food stamps for a number of elderly persons in the Herman Garden Public Housing Project.*

Transportation is frequently a problem to low-income people, particularly the elderly and disabled, and those in rural areas. Volunteers can provide transportation, or they can shop and deliver food to shut-ins or people who are ill. Other services might include baby-sitting while mothers get food stamps or shop, providing clerical assistance for under-staffed certification offices, helping to prepare meals for the children when the low-income mother is sick or hospitalized.

Food Education

> *In Ingham County, Mich., a group of about 100 volunteers have what they call a "family-to-family program." The volunteers help their assigned families in all facets of daily living, including housekeeping, money management, shopping, meal planning and food preparation.*

Too frequently, poor people use the added buying power of food stamps to buy more of the same inadequate diets they've been getting. Food education in the proper use of meager resources is paramount. Federal, State and local public and private agencies conduct educational programs that need the helping hand and the know-how of qualified volunteers. Such educational activities are conducted at food stamp certification and issuance offices, grocery stores, neighborhood centers, and person-to-person in homes. In most communities, there exists the framework of such efforts into which volunteers can fit in many roles–including baby-sitting so the woman of the house can attend a foods demonstration.

Community Support

Federal food-help programs ordinarily operate through State and local governmental agencies. Therefore, public support and community understanding are vital. Volunteers–people who care–can find and point out the need in communities not yet committed to combatting malnutrition locally. The voices of well-informed citizens can spell the difference between an enlightened attack on a community problem and an illusory belief that there is no problem.

Money

> *In Yazoo City, Miss., the First Baptist Church set up a "care fund" for food stamp recipients. Contributions solicited from church members are kept in a separate account at the local bank. The director of the county welfare department is authorized to draw on the account at any time to help needy people meet their food stamp purchase requirement. No criteria are specified by the church.*
>
> *The Lions Club of Jasper, Ala., maintains a fund to purchase food stamps in cases of illness or other emergencies that arise in poor families.*

Money for food-related activities can be provided by voluntary agencies and community organizations, both from contributions of members and from fund-raising activities. In addition to direct help to destitute individuals and families, money can be used for printing outreach and educational flyers, providing food for demonstrations, and other information-education activities.

THIS IS THE FOOD STAMP PROGRAM

There have been reams of information–and lots of misinformation–written about the Food Stamp Program. The program was made possible by the Food Stamp Act of 1964.

Here's what it's all about:

- The Federal Government gives extra food-buying power to low-income families who decide to spend a specified amount of their own money for Federal food coupons (usually called "stamps"). The face value of the total stamps they get is greater than the amount of money they put in. That means extra food-buying power.

  Some terminology you'll hear: The amount of money the family converts to stamps is called the "Purchase Requirement." It's based on the family's net income level and the number of people in the family. The difference between the money they put in and the total value of stamps they get is called the "bonus."

- By law, the program is operated through State and local welfare agencies, even though food stamps are by no means limited to people on welfare. You may find some people who would qualify for food stamps but just won't apply because of the "welfare" implications. Remind them that about 40 percent of the people who do use food stamps are *not* receiving any public assistance money.

- Food stamps are spent at retail food stores to buy almost any food the customer chooses, at prevailing prices. But they can be used only for food–no soap or cigarettes or other non-food items commonly sold in food stores. Certain imported foods, labeled as imported, cannot be bought with food stamps. But coffee, tea, cocoa, and bananas, although imported, may be bought with the stamps.

- What most people refer to as a "family" becomes a "household" under the Food Stamp Program. A food stamp household is any group of people who share food costs and a common table. A single individual can be a "household" if he prepares and eats his food at home–even if "home" is one room. However, an institution cannot be a "household."

- It's the total net income of all members of the household that determines whether the household qualifies for food stamps. The income may be from welfare checks, pensions, Social Security, alimony, odd jobs, farming–the source doesn't matter. If the total income is "low" according to your State's standards, then the household probably can get food stamps.

What is "low-income?" Each State sets up "low income" standards depending on circumstances in different parts of the country. And they're different for different sizes of households.

It's against these State standards that the food stamp office measures the household income of applicants. The details of these standards and adjustments that can be made to find the net income in your State are available at your local welfare office or USDA Food and Nutrition Service office.

You can help the "head of the household" apply for food stamps by explaining the kinds of records he or she should take to the certification office. This can be especially helpful to people who are not on welfare and not familiar with application formalities.

Anyone applying for food stamps will be required to show–

1. *Where the family (household) lives.* All it takes is something like a current rent receipt, or a current driver's license, utility bills or similar mail addressed to the head of the household.

2. *How many people in the household.* Usually, just the applicant's statement, giving names and ages of members of the household is acceptable.

3. *How much income the household has.* This is the key in determining eligibility, the purchase requirement, and bonus for food stamps. It may also be the hardest thing to pin down unless the applicant knows what papers he'll need. Pay slips showing wages and deductions for all working members of the household are the best records. If pay slips are not available, statements from the people the applicant works for are acceptable. Perhaps an elderly parent is part of the household–remember that this person's Social Security check must be counted as part of the total income. Other kinds of income include veteran's benefits, unemployment compensation, Civil Service or railroad retirement, court-ordered support or alimony payments. Most people have records of these–it's a matter of remembering to bring them to the food stamp office. Voluntary payments or contributions from relatives can be proved by a written statement from the person making the contributions, showing the exact amount paid per week or per month or whatever the arrangement is.

4. *How much "hardship" the household is paying.* Most food stamp areas make allowances for hardships that affect the ability of the head of the household to buy food. Some cities have severe housing shortages that push rents sky high, and in these areas, part of the above-average rent may be deducted from net income, so food stamps cost less. In other places, there is little or no provision for free health care for poor families, and medical expenses may be a substantial deductible hardship. Again, if a working mother has to pay a baby-sitter, many food stamp areas consider child-care payments as a hardship. If receipts or other records of these kinds of payments are brought to the certification office, it helps to speed things up.

If you plan to devote your time to encouraging and helping people to get food stamps, you need to study the program in your own community. Get to know your local welfare director. Perhaps volunteer help with clerical chores or receptionist duties will be welcomed; this gives you an opportunity to observe and understand the problems of both the certification officer and the applicant. Many welfare departments have a special office to enlist and mobilize volunteer help.

FOOD STAMP RIGHTS AND RESPONSIBILITIES

The Food Stamp Program in your community didn't just happen. Officials in the Federal and State governments had to agree. The agreement sets out certain rights and responsibilities.

Every citizen is entitled to know exactly what these rights are.

Civil Rights

No person shall, because of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subject to discrimination under the Food Stamp Program.

Plain enough? It means what it says. Food stamps are for all people who qualify.

Right To Privacy

All States have laws and regulations protecting the confidential nature of records and rights of individuals benefiting from food stamps.

Some of the questions to be answered in getting food stamps are personal. So the records are confidential, and are used only for making a decision on whether a family can get food stamps, and if so, how many and how much.

Right To Be Heard

Most welfare departments have some method of reviewing appeals by people who feel that they have been denied benefits unjustly, or are not being treated fairly. Complaints about certification for food stamps should be handled through the established welfare channels.

Complaints against food stores which are related to food stamps should be directed to the USDA Food and Nutrition Service Office for the county or area.

Responsibilities

Food Stamp users must participate on a regular basis. They should buy stamps each month, although an unusual circumstance may excuse a skip.

Participants must promptly report changes which could affect eligibility, or purchase requirement and amount of bonus stamps.

These responsibilities need a little talking about.

Why buy coupons regularly? Because that's the only way the program can effectively "raise levels of nutrition." If a family eats well for one month, then skips two, food stamps won't be doing the job.

If they are off again, on again, then this calls for some explanation. If they're having trouble meeting the cost of coupons, then there may be some other problem. There may be some other service, some other benefit which would help.

Why report changes in number of household, or income, or rent, or cost of hardship? Because these are the things that can make a difference in the amount paid for stamps and the bonus. If the family gets bigger, they need more food stamps. If a member of the family leaves home, they may need less.

U.S. Department of Agriculture Role

The rights and responsibilities are administered by county welfare departments where there are Food Stamp Programs. But national supervision of the program is by the U.S. Department of Agriculture.

This means that if there are justified complaints that the local welfare department fails or refuses to correct, there's another place to go for help.

In or near every food stamp county is a local USDA Food and Nutrition Service Office; the Officer-In-Charge will want to hear about the problem and work to solve it.

If you can't find the local Food and Nutrition Service Office, check with the nearest Regional Office (addresses are inside back cover). They'll tell you where the nearest office is and who to call or write.

It's impossible in this little booklet to say all there is to say about the Food Stamp Program, and how it applies to individual families. That can only be done at the local food stamp office or welfare office which certifies families for program participation.

That office will be glad to help you help others. So will the U.S. Department of Agriculture Food and Nutrition Service Office.

Resource Materials

There are many good sources of material for use in community educational programs starting with the District offices. The U.S. Department of Agriculture has developed publications, posters, slide series, motion pictures, and exhibits on a variety of subjects. Some of these are designed to help explain the food programs to local leaders and to families who might be eligible for food help; and others are developed for nutrition and consumer education programs. Here is a list of catalogues of USDA materials and how to get them:

C&MS-53 – AVAILABLE PUBLICATIONS OF USDA's Consumer and Marketing Service. Address your request to the Information Division, Consumer and Marketing Service, U.S. Department of Agriculture, Washington, D.C. 20250.

List No. 5 – POPULAR PUBLICATIONS for the Farmer, Suburbanite, Homemaker, Consumer. Address your request to the Office of Information, U.S. Department of Agriculture, Washington, D.C. 20250.

MP-1107 – COLOR FILMSTRIPS AND SLIDE SETS of the United States Department of Agriculture. Address your request to Photography Division, Office of Information, U.S. Department of Agriculture, Washington, D.C. 20250.

AH-14 – MOTION PICTURES of the U.S. Department of Agriculture. Address your request to the Motion Picture Service, Office of Information, U.S. Department of Agriculture, Washington, D.C. 20250.

To get information on USDA exhibits, write to the Chief of the Exhibit Service, Office of Information, U.S. Department of Agriculture, Washington, D.C. 20250.

Also, there is a comprehensive Bibliography of Consumer Education materials available through the President's Committee on Consumer Interests, Washington, D.C. 20506.

Other good sources of material in your area include the County Extension Office, and your State Land-Grant College or University (which has the State office of the Extension Service).

For More Information

For more information on the Food Stamp and other USDA food programs you can contact the Food and Nutrition Service Regional Office nearest you.

U.S.Department of Agriculture
Food and Nutrition Service
26 Federal Plaza, Room 1611
New York, N.Y. 10007

U.S. Department of Agriculture
Food and Nutrition Service
1795 Peachtree Road, N.E., Room 302
Atlanta, Ga. 30309

U.S. Department of Agriculture
Food and Nutrition Service
536 South Clark Street
Chicago, Ill. 60605

U.S. Department of Agriculture
Food and Nutrition Service
500 South Ervay Street, Room 3-127
Dallas, Tex. 75201

U.S. Department of Agriculture
Food and Nutrition Service
Appraiser's Building, Room 734
630 Sansome Street
San Francisco, Calif. 94111

FOOD STAMP PROGRAM

All of us must eat. But some people
do not have money to buy all the food they
need for good health.
The United States Department of Agriculture's
Food Stamp Program is a way
to help these people buy more and better food.

WHO CAN GET FOOD STAMPS?

Families who have low incomes, such as:

- Families with no jobs.
- Families with part-time work.
- Families that do not earn much money.
- Families on public welfare.
- Many people on Social Security or with small pensions.

HOW DOES A FAMILY FIND OUT ABOUT FOOD STAMPS?

The head of the family goes to the welfare office. There, someone will tell him about getting food stamps. He should bring papers to show:

- Where the family lives.
- How many are in the family.
- How much income they have each month.
- How much the family is paying for doctor's bills and rent.

HOW DOES A FAMILY GET FOOD STAMPS?

To take part in this program, a family must have a place to cook meals. The family buys food stamps which will cost about the same as the family pays each month for food, but the family gets more food stamps than it pays for.

The welfare office tells the family how much to pay for stamps and how many stamps the family gets. The total worth of stamps depends on how many people are in the family and how much income the family has each month.

HOW ARE FOOD STAMPS USED?

Anyone in the family can take the food stamp book to a local food store and use the stamps just like money to buy food.

Food stamps can buy almost all food. They cannot buy liquor, beer, cigarettes, soap, or other things sold in the food store that are not food. And stamps cannot be sold to the grocer or anyone else.

Most stores in a food stamp county or city will be glad to accept the stamps.

ARE ALL FAMILIES TREATED THE SAME WAY IN THIS PROGRAM?

The rules of the program are the same for all families. The family's need is the only thing that counts. No family may be denied food stamps or be dropped from the program just because any member of the family is active in efforts to get fuller citizen's benefits. Also, even if they are not able to get a wage statement from their employers, low-income families can still get food stamps. No family may be put in a special place in line or in a separate line or told to come on a different day because of race, color, or national origin.

If someone is treated unfairly in the Food Stamp Program a letter telling all about it should be sent to the Secretary of Agriculture, Washington, D.C. 20250.

HOW CAN A COUNTY GET THIS PROGRAM STARTED?

The Food Stamp Program is one of two programs of the Food and Nutrition Service, USDA, for needy families. The other is called the "Commodity Distribution Program." A county can have either one of these programs, but not both of them at the same time.

State and local welfare offices decide if there is to be a Food Stamp Program.

If families ask about food stamps, the public welfare office will know that food help is wanted in the county.

U.S. Department of Agriculture, Food and Nutrition Service, April 1970

Department of Health, Education, and Welfare,
Public Health Service,
Food and Drug Administration,
Rockville, Md., March 10, 1971.

Hon. George S. McGovern,
Chairman, Select Committee on Nutrition and Human Needs,
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: Commissioner Edwards has asked us to return to you the corrected copy of his testimony and that of the other members of the group who appeared with him before your Committee on March 2, 1971. As promised in Dr. Edwards' opening statement, we also enclose a copy of the report on the Williamsburg follow-up to the White House Conference on Food, Nutrition, and Health.[1]

If we can be of further assistance, please let us know.

Sincerely yours,

M. J. Ryan,
Director, Office of Legislative Services.

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[1] The Followup Report to the White House Conference on Food, Nutrition, and Health is printed in its entirety, and can be found on p. 293.

○

ED 054246

NUTRITION AND HUMAN NEEDS—1971

HEARINGS
BEFORE THE
SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS
OF THE
UNITED STATES SENATE
NINETY-SECOND CONGRESS
FIRST SESSION
ON
NUTRITION AND HUMAN NEEDS

PART 2—KANSAS CITY, KANSAS

KANSAS CITY, KANSAS, MARCH 15, 1971

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EDUCATION & WELFARE
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SCHOOL LUNCH PROGRAM

MONDAY, MARCH 15, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Kansas City, Kans.

The committee met, pursuant to call, at 9:30 a.m., in Memorial Hall Auditorium, 600 North Seventh Street Kansas City, Kans., Senator George McGovern of South Dakota (chairman of the committee) presiding.

Present: Senators McGovern, Dole (Kansas), and Bellmon (Oklahoma).

Also present: Gerald S. J. Cassidy, general counsel; John Quinn, professional staff member.

OPENING STATEMENT OF HON. GEORGE McGOVERN, A U.S. SENATOR FROM THE STATE OF SOUTH DAKOTA, CHAIRMAN OF THE COMMITTEE

Senator McGOVERN. Our hearing will be in order.

Let me begin by saying that it is always a pleasure for members of this committee to have an opportunity to visit some part of the country where we can take a look firsthand at the operation of one of our important food assistance programs.

I think more and more Americans are coming to understand that we can't have the kind of country we want as long as large numbers of our people, and especially children in the formative years of their lives, are deprived of such an essential ingredient of a good life as a proper diet.

I wish that we could come here today under different circumstances. I wish we could be here to celebrate a complete end to all malnutrition and hunger in the United States; but that, of course, is not the case.

I am genuinely pleased that our committee can be in Kansas City to work with all of you. We are concerned about this problem, and I am sure I speak for Senator Dole of Kansas and Senator Bellmon of Oklahoma when I say that our desire is to move as effectively and as quickly as we can to see that no children and no person in this country goes hungry in a country where that is not necessary.

We are not here to offer any instant solution, either to problems in this State or elsewhere in the country. We are not here to tell you how to run a school lunch program or to promise you that a program of school lunches which truly meets the need is going to be automatically created just because of this hearing today. Everyone knows better than that.

I do believe, however, there is reason to hope. I think there is reason to expect that we in public office will do better as a consequence of the kind of enlarged understanding we benefit from when we hold a hearing of this kind.

There is reason to hope that the fight to end hunger in the United States has not been a futile effort. In the past 2 years, this committee has traveled back and forth across America to listen and work with people in all walks of life.

In Washington we have spent many hundreds of hours representing those whose interest lies in bringing adequacy and dignity to these Federal assistance programs. It is my own personal hope that we can develop the kind of food programs which will lift the dignity of people, rather than demeaning them in any way.

A great deal has been accomplished since this committee was founded 2 years ago. The number of persons participating in the food stamp program, for example, has risen from about 3 million to over 10 million persons. A good part of that has been brought about because of the cooperation between the Administration and the Members of the Congress, especially those in the Senate of the United States, often stimulated by this committee.

Since the subject of this hearing is the school lunch program, you will be interested to know that the number of children in the United States receiving free or reduced-price lunches has risen from about 2½ million to about 6 million children in the last 2 years.

Last year this committee was instrumental in the legislative reform of the school lunch program. When that bill was passed, I felt confident that the instruments necessary to feed America's hungry children were available. One of the reasons we are here today is to find out what is delaying the full implementation of that school lunch reform bill that we passed in the Congress some time ago.

In order to accomplish that purpose, we feel that we have to be here to listen to the witnesses who are going to be coming in a few minutes to give us their view as to what we can do to build a stronger school lunch program in Kansas.

The progress we have made to date is, in my mind, directly attributable to our close cooperation with all persons involved in this program, and our aim is to seek full participation. Addordingly, we intend to hear everyone we possibly can between now and 1 o'clock.

Let me just say that we know that we can't possibly have invited everybody who should be heard on this subject here. There are doubtless people we have overlooked who perhaps have just as good a right to testify as the ones we have spoken to.

So within the limits of our time, after we have heard the scheduled witnesses, if there is time left, we will listen to others and have statements or criticisms that they would like to make, and then if the time runs out we will keep the hearing record open for a period of days for any written statement that you would like to file with the members of the committee, and that will be incorporated into the hearing record just as though you had delivered it here from the witness stand his morning.

In closing, let me say that I am as sad as anyone that millions of people still do not have adequate diets in the United States. Only through public witness to this situation, such as this hearing, will we keep the pressure on to end hunger for all time. I can promise you to do everything I can as the chairman of this committee, and I know other members of the committee feel the same way, to keep that pressure on until hunger is a thing of the past here in the United States.

Senator Dole, did you have a statement which you would like to make before we call our witnesses?

STATEMENT OF HON. ROBERT DOLE, A U.S. SENATOR FROM THE STATE OF KANSAS

Senator DOLE. First, let me thank the chairman and my colleague from Oklahoma, Senator Bellmon, for appearing today. I think it is an indication of the great interest and the great need that exists in Kansas City and other areas to improve conditions and improve, in this particular area, the school lunch program.

Let me make it clear, as I have in many letters from constituents in this area and outside this area, that we are not here to criticize, we are not here to praise, but it is a factfinding hearing. Senator McGovern has pointed out we have been in Florida, in California, all over this country, holding hearings for the past 2 years. It occurred to me some months ago that it might be well to look at our own State. We aren't perfect, we have problems, some we can't control, some we can't resolve, but this is a Federal, State, and local problem. This is a part of the Federal system. We represent the Congress of the United States, at least the Senate side. So we are here for that purpose, to review and to take testimony, to make a record, then to find out what we can do as Members of the Senate and of this Select Committee on Nutrition and Human Needs to help those here who have the responsibility for administration, and to help those who have families and have their children attending schools, and to help those who have an indirect interest in seeing this program succeed.

There are some with even a doubt as to whether we should have a school lunch program. I don't say there are some here who feel that, but there are some in the country. This program was started back in 1943. Its value, I think, now is beyond question. As a member of the Committee on Agriculture in the House for 8 years, and now in the U.S. Senate, I have seen the program expanded, I have seen the program improved in the 11 years that I have been in the Congress. There have been amendments, and I am going to give credit to Senator McGovern for being responsible for some of these amendments that have been very helpful in the overall operation and administration of the program.

We are concerned about nutrition. We are concerned particularly about children from low-income families. We do hope to eliminate nutritional deficiencies faced by many needy children, thereby improving their ability to concentrate on their education, so important to success in their adult lives.

Senator McGovern has cited statistics, and I will not repeat those, but I think they are an indication we are making progress, we are making bipartisan progress. Both Democrats and Republicans have great interest in this program, so it is not a political program we are speaking of today.

We understand in this area some of the real problems faced by the administrators. We understand some of the real frustrations faced by those who would be beneficiaries. We understand the role of the State of Kansas, and what our role should be in the Federal Government.

The Federal portion has been greatly increased insofar as funding in the past few years. Yet there are still problems, and there will be problems and, as Senator McGovern so well indicated, we aren't here to announce some solution to the problem we have, we are here to help seek a solution to that problem, to identify the problems that do limit the expansion of the school lunch program in Kansas City, Kans., schools, and then somehow working with you to resolve as many of these problems as we can.

Mr. Chairman, at this point in the record, first I would like to make my statement a part of the record as if read in full.

Senator McGOVERN. Your statement will be included in the record.

(The statement of Senator Dole is as follows:)

STATEMENT OF HON. ROBERT DOLE, A U.S. SENATOR FROM THE STATE OF KANSAS

It is good to be here in Kansas with you today. We are here to review a situation that we believe is important to Kansas City and significant to this committee's mandate to study the means by which this Nation can bring an adequate supply of nutritious food to every American child.

The school lunch program was started in 1943. Its value has never been questioned. As a member of this committee and the Senate Agriculture and Forestry Committee, I have seen the benefits of the school lunch program. I have seen the program expanded and improved through the combined efforts of the Congress, the President, and concerned individuals throughout the country.

The National School Lunch Act and Child Nutrition Act Amentments, legislation recommended by this committee which President Nixon signed into law last May, provide for many improvements in the school lunch program. These amendments are designed to assure adequate and nutritious meals for all students, especially the children from lower income and poverty families. They are intended to eliminate the nutritional deficiencies faced by many needy children, thereby improving their concentration on the education so important to success in their adult lives. The amendments enable children from low income families attending schools operating lunch programs to receive meals at a free or reduced rate.

Prior to this legislation, many schools most in need of the school lunch program could not afford the necessary kitchen and serving equipment. This law makes it possible for professional catering firms to rent the equipment to a school or even prepare and serve meals on a contract basis.

Much has been accomplished within the last year alone. The total number of children in the Nation receiving free or reduced priced lunches has increased from 4.5 million to 6.4 million, and the total number of children participating in the school lunch program has increased from 22.3 million in January, 1970 to 24.5 million in January, 1971. This is a record of great achievement. Yet, despite these accomplishments, much remains to be done. The establishment of an effective school lunch program is a complex administrative assignment and requires a cooperative effort on the part of school lunch cafeteria supervisors, city and county school and welfare officials, state department of education and public welfare officials, and the representatives of the Department of Agriculture's Food and Nutrition Service.

In addition to this sharing of administration, the establishment and operation of school lunch programs requires a Federal, State, and local sharing of funding. The Federal portion has been greatly increased in recent years, yet some problems have arisen at the State and local levels in meeting their required funding.

Today, we will seek to identify the problems limiting expansion of the school lunch program in Kansas City schools and define the means to resolve these problems.

I wish to welcome those who will be testifying today and thank you for being here.

Senator DOLE. Then I have a very brief letter from Congressman Winn, who represents this area, this congressional district, and I would only say and stress to the chairman of the committee, Senator McGovern, it welcomes us here, and it points out his concern and his interest in finding a solution. It indicates he has had more than 100 letters from concerned citizens in this area, and that he has discussed the problem with Congressman Mahon, who is chairman of the Appropriations Committee in the House, and Mr. Pucinski in the House, who is chairman of the subcommittee. He indicates, of course, that he wants to do what he can to be of help to this committee.

Senator MCGOVERN. The Congressman's letter will also be made a part of the record.

(The letter from Congressman Winn is as follows:)

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 12, 1971.

Hon. GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs,
Kansas City, Kans.

DEAR SENATOR: First let me welcome you and the other members of the Select Committee to the Third Congressional District of Kansas. Congressional duties in Washington prevent me from welcoming you in person, but I want to take this opportunity to thank you and the other members of the committee for looking into methods of how to expand the school lunch program in the Kansas City, Kansas schools.

I have been most concerned about the problem of providing hot noon meals within the schools and urge your committee to explore every avenue of resource possible to aid the Kansas City, Kansas Board of Education and the many interested parties at this hearing today to secure lunches for our children.

I have received in my office over 100 letters and telegrams from interested organizations and parents urging me to look into the situation. I have personally contacted the Honorable George H. Mahon, Chairman of the Appropriations Committee of the House of Representatives and the Honorable Roman C. Pucinski, Chairman of Subcommittee No. 4 of the Education and Labor Committee of the House of Representatives concerning the Kansas City, Kansas problems but to date have received no real encouragement from those House Committees.

You may rest assured that my office in Washington and my District Office in the Federal Building in Kansas City, Kansas are doing everything within our power to help alleviate our lunch problems in Kansas City, Kansas.

We appreciate your interest in our local problems. We hope that your committee will give consideration to securing increased funding for the State of Kansas, thereby allowing the Kansas City, Kansas school districts a higher percentage of funds for hot noon lunches.

Again thank you and your committee for taking time to listen to our story. We need your help!

Most sincerely,

LARRY WINN, Jr.,
Member of Congress.

OVERLAND PARK, KANS., *March 9, 1971.*

Senator GEORGE MCGOVERN,
Senate Select Committee on Nutrition and Human Needs,
Washington, D.C.

MY DEAR SENATOR: The Board of Directors of The Kansas City, Kansas Legal Defense Committee, Inc. strongly endorses the immediate implementation of the school lunch program in Kansas City, Kansas, as provided by the National School Lunch Act.

It is our hope that this step will be taken, thereby giving the people of Kansas City a positive indication that their situation and needs are a matter of interest and concern.

Sincerely,

CAROL LEVERETT, *Chairman.*

Senator DOLE. Then, Mr. Chairman, maybe, in an effort to at least start the record, there have been a number of excellent stories appearing in the Kansas City, Kans., Kansan and the Kansas City Star concerning the program, the pros and cons, but generally factual stories about the problem. I think it might be well if they were included in the record at this point.

Senator MCGOVERN. Without objection, the material will be included in the record.

(The newspaper articles above referred to are as follows:)

[From the Kansas City (Kans.) Star]

SCHOOL HEAD DEFENDS LUNCH PROGRAM EFFORT

(By Betty Butler and Eric Johnson)

Charges of foot-dragging and a call for Senate hearings on the Kansas City, Kansas, public school system's hot lunch program by Sen. Robert Dole (R-Kans.) have evoked negative comments from the district's board and superintendent.

Dr. O. L. Plucker, superintendent, said the Board of Education was dedicated to their pledge that a 24.5-million-dollar bond package approved earlier this year eventually would provide lunch service for all the district's schools. Plucker criticized Dole for playing a directive rather than a supporting role.

Saturday, Dole asked Sen. George McGovern (D-S.D.), chairman of the Senate Select Committee on Nutrition and Human Needs, to schedule hearings on the national school lunch and breakfast programs in Kansas City, Kansas.

Dole, a member of the committee, said only 18 of 62 public schools participated in the school lunch program now and lunch prices at these schools appeared to be in excess of the national average.

The junior Kansas senator said also the U.S. Department of Agriculture and the Kansas Department of Education had made efforts to expand the programs within the district, but were stymied by lack of local funding. Financial assistance also had been pledged to the system, Dole said.

"At present, it does not appear that the school district administration plans to take full advantage of this financial and technical assistance offered for development of food service throughout the district," Dole said.

Dole admitted the district was working on plans for lunch rooms in new and existing schools, but said implementation was dragging. The hearings, Dole said, would bring this to the public's attention.

"Plans have been made but implementation by school officials has been inadequate," Dole said. "The means available to alleviate this situation may be called to the attention of the citizens of Kansas City, Kansas, in an effort to motivate the school officials to more actively pursue the goal of food service to all school children.

Plucker said yesterday the board had had no contact with Dole prior to the senator's critical remarks.

"It is always interesting to find people who are more interested in directing change than they are in supporting it," Plucker said.

Plucker pointed out that state sources make no contributions of any kind to the school lunch program, they serve only as a disbursing agency for the available federal funds.

He also emphasized that Kansas limitations on budgets and tax rates make it impossible for the district to immediately raise the kind of money needed to provide hot lunches in all the schools.

Plucker and board members have reiterated their pledge that a 24.5-million dollar school bond issue, approved early this year, eventually would provide lunch service for all city schools.

"While we are unable to get firm assurance of that," he continued, "there does seem to be some money available for equipment from the Federal government on a 25 percent matching funds basis. But even by paying only one-fourth of the cost of equipment, we could not begin to set up temporary programs on an every-school basis."

The school district presently has lunch services available in all secondary schools and in the 10 elementary schools that were part of the Washington school district before its attachment to the city schools.

Following unification of the two districts, the city had the type A lunch, for which some federal funds are available, served in the Coronado and Arrowhead junior high school, the Washington high school and the 10 outlying elementary schools. The secondary schools in the original city district have continued to prepare an a la carte menu.

Kansas authorities prohibit the serving both a type A lunch and an a la carte meal, a provision which school officials have been seeking to have changed.

[From the Metro West, Feb. 24, 1971]

SCHOOL LUNCH DEFICIT POSSIBILITY HERE

The Kansas City, Kan., school district may lose more than $100,000 a year in federal funds for school lunches because of a lack of state matching funds.

An amendment to the National School Lunch Act requires that beginning July 1 states must provide 4 per cent of the matching money required of local school districts. In Kansas that appropriation provides five cents per meal and amounts to $2,613,723.

Kansas City, Kan., schools are serving more than 12,000 lunches a day or more than two million a year.

Four per cent of the matching funds in Kansas would be $313,647. A 1972 budget request from the State Department of Education for $315,000 to meet the requirement was deleted, however.

No state funds have been used for school lunches here, Dr. O. L. Plucker, superintendent of schools, said. The local matching requirement of at least three times the federal reimbursement (or at least 15 cents) has been paid by students buying lunches.

Up until this year, when the school district transferred all existing lunch services from a la carte to the Type A plate lunch and added four elementary schools to the program, the district's lunch program was self supporting, Plucker said. No local tax funds have gone into it, he said.

Plucker emphasized there are no local tax funds available for use in making up this loss. He also emphasized that if the voters are asked to approve an increase in taxes to support schools here, that increase would not go toward the lunch program expenses.

That ballot proposal, Plucker said, is only to maintain existing programs and services.

At this point Plucker sees only two alternatives if the federal reimbursement is lost—either increase the price of lunches accordingly or return to the a la carte type service.

Increasing the plate lunch price, Plucker said, decreases the number of students buying lunches. This makes the lunch program even more expensive.

And the a la carte type service is no longer eligible to receive government food commodities. Nor do schools serving a la carte qualify for federal reimbursement for free or reduced priced lunches for needy children.

Making available free or reduced priced lunches was one of the major reasons the district transferred its service this year. Much pressure had been applied on the district to do so, especially by a group known as the School Lunch Task Force.

Plucker, however, expects that program to go broke. Although the first determination has not been made, the district is anticipating the program to show a loss in its first month of operation. That loss can be covered from a small revenue fund, but that fund will be depleted quickly Plucker said.

There is a slight chance the federal funds can be saved if the state can apply any portions of the state's aid to schools used for local food service programs as the matching funds. The question has been referred to the U.S. Office of General Counsel for interpretation.

Miss Ruby Scholz, director of the school lunch division, Kansas State Department of Education, has notified school districts that such a possibility is doubtful.

[From the Kansas City (Kans.) Times, Feb. 3, 1970]

Dr. Plucker Ill—Lunch Suit Is Delayed

Trial of the school lunch suit involving the Kansas City, Kan., Board of Education has been continued to March 19.

It had been scheduled to begin Wednesday before U.S. District Judge Arthur J. Stanley Jr. without a jury.

However, today, Stanley was informed Dr. O. L. Plucker, superintendent of schools, is ill and would be unable to be present in court.

The March 19 date was the earliest possible for parties concerned and the court.

Major aim of the action, filed May 13, 1969, is to force the board to provide lunches free or at reduced cost to indigent students. However, the end result desired is to require the board to have hot lunch programs in all schools.

The suit was filed through the National Welfare Rights Organization for 51 children listed as plaintiffs. But the suit actually was brought as a class action to cover all children involved in allegations of the petition.

Meantime, Stanley said, attorneys for both sides will attempt to agree on whatever facts they can.

[From the Kansas City (Kans.) Times, Feb. 24, 1970]

Aggressive Course for City Urged

(By Terrence Thompson)

What face will Kansas City, Kansas, show 20 years from now? Will it be one made cheery by meeting the city's potential for growth and revitalization, or will it be a face wrinkled from the despair of inadequate housing, frozen economic development and unsolved social problems?

These are questions posed by writers of the Community Renewal program report recently completed in that city and released in a summary form.

LOOKS TO 1990

By 1990, the report said, the city could increase one-third in population and the average family income could rise to $14,000 annually. But failure to take an aggressive course of community development could stagnate the area's growth and economic advancement, the report warns.

The Community Renewal program, developed over a 3-year period by the city planning department with aid from a $150,000 federal grant, is an intensive study of community needs together with a specific program for meeting these needs.

To set the base for need of revitalization the report described Kansas City, Kansas, as an area where 55 per cent of all structures are more than 30 years old. The city has experienced a deterioration of its population composition in the last 20 years as demonstrated by a loss of 5,000 persons of working age.

Compared with Johnson, Jackson and Clay Counties, Wyandotte County has the lowest median income for families and the smallest percentage of high school graduates.

POINTS TO AREAS

"Social problems closely parallel deterioration and dilapidation," the report said, "with the greatest needs existing in the Northeast and Riverview area."

However, the report points out that about 65 per cent of all homes are owned by their occupants, substantially higher than most cities, and the city is described as "extremely stable."

"The majority of the residents have lived in their present dwellings for six or more years and almost half have lived in their present dwelling for over 10 years," the report stated.

It said Kansas City, Kansas, has the potential for accomplishing the following by 1990:

- Population growth from the present 181,000 persons to 252,000, an annual gain of 3,300 compared with 300 persons annually over the last 10 years.
- An increase in the working age population to 49,200.
- Household income could increase from $9,200 to $14,000.

To meet these goals 39,000 new housing units must be built, the report said.

"Kansas City, Kansas, has the potential to increase its industrial base considerably if the city commits itself to policies and programs which will encourage it," the report continued.

MUST PROMOTE INDUSTRY

The report said that the aggressive course the city must take to meet its potential is to promote industrial development, including attraction of new industries and retention of the present ones.

It must retain the livability of the older sections of the community by promoting regeneration activities where necessary. And it must guide the development of new areas so that they will contain the desirable characteristics that produce long life and healthy neighborhoods.

There is evidence, the report asserted, that actions taken during the last several years have begun to reverse a downward trend.

"There is, however, a critical need to continue and expand present efforts and to undertake new ones in areas not now receiving attention," the report emphasized. "Failure to do so will result in the current positive trend slipping into a precipitous decline."

[From the Kansas City (Kans.) Times, Oct. 26, 1970]

HOT LUNCH AID PUSH

(By Bill Matson)

Seeking a hot lunch program for the poor in the Kansas City, Kansas, public schools at the beginning of the second semester, a group of individuals and organizations today requested federal, state and local assistance for that purpose.

The proponents of the hot lunch program sent communications to Gov. Robert Docking, Mayor Joseph H. McDowell, Rep. Larry Winn, (R.-Kas.) and Robert Dole and James B. Pearson, the state's two Republican senators.

The communications stress that an emergency situation exists in the school district in that many poor children are not provided hot lunches. The signers point out that steps are being taken by the school board to alleviate the situation within two to five years, but that children are hungry now.

To obtain a start by the beginning of the second semester, January 18, the individuals and organizations declare that they need technical assistance in writing a proposal to secure emergency federal funding from the Office of Economic Opportunity, the Department of Agriculture and Model Cities.

"We would also like special emphasis from the federal government on state and local officials to provide emergency federal funding from the Model Cities program," the communication reads.

Recently, the Board of Education began serving hot lunches for pupils of Stowe school at the nearby King Solomon Baptist church with cafeteria equipment purchased with 75 percent of the cost paid by the federal government.

Similar arrangements will be provided at the Pleasant Green Baptist church for pupils of the Grant school. Equipment is on order. This equipment later will be transferred to a new elementary school on the site of the present Kealing school.

The school board also plans to serve hot lunches at Fairfax and Douglass schools before the second semester, utilizing cafeteria facilities at the Washington high school. Bids on trucks to transport the food will be received soon, a school spokesman said.

Dr. John Wherry, director of public information for the Kansas City, Kansas, public school said there are no commitments on any funds to assist in the hot lunch program.

"However, we have had some indications that there might be some aid from Model Cities funds and there is a possibility of help from federal funds.

"We are delighted at the prospect of the hot lunch program and are ready to go. We want to get the job done as fast as we can. Our only need is for someone to find us some money to help."

A 24.5-million-dollar bond issue approved in January eventually will provide hot lunch service to all elementary schools, school officials contend.

For many years all secondary schools in Kansas City, Kansas, operated cafeterias, but in the original school district, all elementary schools were designed to serve small neighborhoods. Children were expected to eat lunch at home.

However, controversy arose three years ago when the former Washington Rural district was attached to the Kansas City, Kansas district, following annexation by the city of the former Washington territory. Washington, with a bussing system, served and has continued to serve hot lunches at the 12 former Washington schools now under the jurisdiction of Kansas City, Kansas.

[From the Kansas City (Kans.) Times, Nov. 4, 1970]

LUNCH PROGRAM ADOPTED

Expansion of a free or reduced-price school lunch program for 14 schools in the Kansas City, Kansas, school district was approved last night by the board of education pending the availability of state funds.

Dr. O. L. Plucker, superintendent of schools, said that if the state school lunch division approves funding of the expansion, he hoped to have the program in operation shortly after January 1.

The lunches would be made available to children of low-income families who fall within certain income levels set out in a school lunch policy statement the board adopted at last night's meeting.

Ten schools would be secondary schools and four would be elementary schools.

The school board has been the target of vehement attacks, especially from residents in the northeast district, regarding the availability and type of its school lunches.

Critics have said that presently free or reduced-price lunches are offered only in the old Washington school district, while the northeast district which has a relatively large section of low-income families had no such program.

Plucker said that to make the schools eligible for free or reduced-price lunches the school would have to offer both an a la carte type service and a type "A" meal.

Plucker explained that the type "A" lunches, which give pupils no menu choice, is the only type the board can be funded to serve free or at a lower cost. The schools proposed for the expansion:

Argentine, Rosedale, Sumner, and Wyandotte high schools; Central, Northeast, Argentine, Rosedale, Northwest and West junior high schools, and Bryant, Douglass, Fairfax and Grant elementary schools.

[From the Kansas City (Kans.) Times, Nov. 6, 1970]

PLUCKER RESPONDS—STIR ON LUNCH HEARING CALL

The superintendent of Kansas City, Kansas, public schools said today the board of education had been contacted by Sen. Bob Dole's office before the senator criticized the district's school lunch program.

Dole called Saturday for hearings before the Senate select committee on nutrition and human needs to focus attention on the board's failure to provide what he called an adequate hot lunch program throughout the district.

Dr. O. L. Plucker, superintendent, said the district would live up to its pledge of providing district wide hot lunch service with part of a 24.5 million dollar bond package approved earlier this year.

"It is alway interesting to find people who are more interested in directing change than they are in supporting it," Dr. Plucker said of Senator Dole.

Plucker said Kansas limitations on budgets and tax rates made it impossible for the district to immediately raise the kind of money that would be needed to provide hot lunches in all city schools.

Senator Dole claimed the U.S. Department of Agriculture and the state department of education had attempted to start school lunch programs in 23 district schools last year, but lack of local funding prohibited the expansion.

Dole said the hearings would "motivate the Kansas City, Kansas, school officials to more actively pursue the goal of food service to all school children."

[From the Kansas City (Kans.) Star, Sept. 11, 1970]

REPORT ON MODEL CITIES ASSAILS "UNDER-SUPPORT"

WASHINGTON (AP).—A 10-man task force told President Nixon yesterday the Model Cities program had turned out to be only "a short step in the right direction," that it was afflicted with over-regulation and under-support.

"Over-regulation," the task force said in a report to Nixon, "has led to waste and frustration. With about 400 grant-in-aid programs involving roughly 10 billion dollars a year, federal aid to cities is now on such a scale that the federal bureaucracy is incapable of administering it."

The task force was made up of professors, businessmen, and state and city executives under the chairmanship of Edward C. Branfield, professor of urban government at Harvard University.

The report noted that federal aid to urban areas went up from 3.19 billion dollars in 1961 to 10.3 billion in 1968 and said that some persons expect the outlay to double almost immediately when the Vietnam war ends.

"Unfortunately," the report said, "these efforts have not produced the results that were hoped for in the places where conditions are worst, especially the innerparts of the older and larger cities."

The really big federal outlays, it said, have gone mainly to rural areas and to suburban fringes where most of the growth has occurred, with central cities getting nowhere near as large a share as is generally supposed.

Besides, the report said, "almost every dollar . . . had a thousand strings attached" and this has contributed to disappointing results, waste and frustration.

Cities commonly find themselves, it said, able to get federal money they can spend only for relatively low-priority items, such as highways and urban renewal, and unable to get funds for things they consider most urgent—including hiring more teachers and policemen and paying them better salaries.

There were complaints about paper work and the red tape.

"The jungle-growth of aid programs is formidable," the report said, adding it is Congress which attaches the largest, most important strings to federal dollars—sometimes at the behest of special interests.

"Even if the quality of local government is much poorer than we supposed it to be," the task force contended, "it is essential, in our opinion, that there be an immediate and large-scale shift of responsibility from federal to local officials . . . now that billions instead of millions are being appropriated, the system simply will not work as it used to; Congress and the federal bureaus cannot possibly regulate and supervise the details of hundreds of programs operating in thousands of cities."

A White House spokesman told reporters that in large measure Nixon supported the recommendations in the report. The President already is on record for sharing federal revenue with both cities and states. And the report proposed that most federal aid to cities takes the form of revenue-sharing rather than grants for specific categories of projects.

The report said Nixon should use his influence with Congress and his control over the budget to shift 25 percent of funds for categories to revenue-sharing in the next 1972 fiscal year and an additional 25 per cent by fiscal 1974.

[From the Kansas City (Kans.) Star, Oct. 16, 1970]

SCHOOL LUNCH VOW BY SCHOOL HEAD

(By Betty Butler)

Dr. O. L. Plucker, superintendent of Kansas City, Kansas, schools, today reaffirmed the school board's intent to provide a hot lunch program in all schools, but declined to specify a date by which this will be accomplished.

"Let there be no misunderstanding," he said. "The Board of Education is aware of the need. Its commitment to a hot lunch program in every school is a matter of record. It intends to proceed with all possible speed in carrying out that commitment while, at the same time, acting responsibly and in the best interests of the children and citizens of this community.

"The Board of Education intends to move as rapidly as possible with the money available, moving first in areas of greatest need, with food service eventually becoming available in every school."

The board has been under mounting pressure to provide hot lunches immediately, particularly in schools serving large percentage of low income families, this has included urging to use bond issue money to provide immediate temporary lunch programs.

Dr. Plucker said the 24.5 million dollars available in bond money, the maximum for the district under Kansas law was estimated at less than half the district's building needs when passed and estimates its purchasing power already has declined by at least 3 million dollars.

He went on to point out that under the law the bond funds can be used only for "purchasing school and public library sites and acquiring, constructing, equipping, furnishing, repairing, remodeling and making additions to buildings."

He said some equipment for present temporary lunch programs, which can be transferred later to permanent facilities, already had been bought, but there is no money available for salaries of food service personnel, utilities or such costs.

Further, it is impossible to provide food facilities in the 17 present schools scheduled to be replaced or converted for special education, school officials contend.

Plucker said the bond proposal calls for construction of several large new elementary schools, many of which can be arranged to serve as food preparation centers for other schools in their immediate areas. Among these are the new buildings scheduled for the present Quindaro and Kealing sites, the new elementary unit to be built in the Central avenue area and the present Hawthorne and Eugene Ware buildings, when remodeled.

He named 22 elementary schools which eventually will become satellites in the hot lunch program, with their food being prepared elsewhere and brought in at noon.

Some area residents have expressed the opinion that the federal school lunch act requires all schools to provide free or reduced cost lunches to needy children. Dr. Plucker said this law does not apply to schools, such as those in the original Kansas City, Kansas, school district, which have no food service programs at all.

[From the Kansas City (Kans.) Star, Nov. 2, 1970]

HOT LUNCH SCHOOL PLAN NEEDED NOW, LEADER SAYS

Needy, hungry children in areas of Kansas City, Kansas, cannot wait seven years for that Board of Education to implement a hot lunch program, according to the Rev. Charles McGlinn, chairman of a school lunch task force.

The Board of Education has not committed itself to saying when hot lunches will be available for all elementary school children in the district, but Father McGlinn estimated seven years before a total program would be in effect.

In a recent discussion of progress on the school lunch program, Dr. O. L. Plucker, superintendent, said, "It would be foolish and misleading to predict exactly when that (lunch programs in every school) would be at this time."

"The Board of Education and the superintendent of schools should petition government agencies for emergency funds for this kind of program," Father McGlinn said. "We are faced with a crisis."

The Board of Education has a plan to provide hot lunches to all schools. Some elementary schools presently have such programs, but all of them are in the old Washington district, where lunch programs were in operation before being absorbed by the city school district.

Finances are the drawback to providing a program on a temporary basis until a permanent operation can be established. Money derived from the 24.5-million-dollar bond issue will provide programs in all new and remodeled schools, but that is in the future, Father McGlinn said.

Father McGlinn suggested that a federal program will provide assistance on a one-fourth matching funds basis. He said somewhere in the district's 20-million-dollar budget should be the necessary amount to match federal contributions for an interim program.

Plucker has said the district is looking into various sources of revenue to provide the district's share under that program, but even by paying 25 percent of the cost of equipment, the district could not begin to set up temporary programs on an every-school basis.

The Board of Education hopes to have permanent programs in operation at several northeast area schools by the second semester.

While Father McGlinn was critical of the school board, the state director of the school lunch program was sympathetic to the board's efforts.

Miss Ruby Scholes, director of the school lunch program for the Kansas Department of Education, thinks the Kansas City, Kansas, Board of Education is going ahead at a fine rate in its efforts to provide lunches for all school pupils.

"You have to give the school board credit," Miss Scholes said. "They are hard at work on their school lunch program. They hope to have eight in operation by the end of this school year."

"I am truly in sympathy with those who are anxious to get the school lunch program going everywhere," she continued. "but I can see the side of the school system. "They waited too long to start the program, but admittedly they did not have the money. We are trying to be realistic about it and think it will be a noble start if they do get the eight new programs started."

[From the Kansas City (Kans.) Star, Nov. 3, 1970]

BIGGER LUNCH PLAN URGED

A group seeking free or reduced-cost hot lunches to all children from low-income, families commended the Kansas City, Kansas, Board of Education for its action yesterday to expand the activity to 14 more schools in the system.

However, the group pointed out this program only would partly solve the problem and asked that the board state "publicly state when the remainder of these poor and disadvantaged children will be added to the hot lunch program."

Administrators have been faced by a complex situation, involving consolidation of two school districts with different lunch programs, and unavailability of state or federal funds.

With insufficient funds the principal stumbling block, the staff was confronted by a Kansas regulation prohibiting the serving of the so-called type a (partly reimbursable) lunch and an a la carte at the same school.

State officials are said to be reviewing this ban, while the school staff is making an effort to provide the lunch service in old buildings without food preparation or service facilities.

Two types of programs have been studied, with some now in operation. One offers lunches at churches and the other, not yet in operation, would provide hot noon meals for some schools as satellites of the larger buildings.

Today's commendation and request were contained in a statement signed by the Rev. Charles D. McGlinn, pastor of Our Lady and St. Rose Catholic church in the northeast section of the city, and chairman of the group calling itself Hot Lunch Task Force. Also signing were Mr. Estelle Smith, a member of the group's proposal committee; Mrs. Sylvia Jackson, its secretary, and John L. Zumwalt, managing director of the Economic Opportunity Foundation of Kansas City, Kansas.

The group's statement concluded:

"The Hot Lunch Task Force wishes to go on record to the effect that their work will not end until all poor and disadvantaged children receive free or reduced price hot lunches in Kansas City, Kansas. In fact, the task force will press forward with renewed vigor in their cause for hot lunches for poor and disadvantaged children in Kansas City, Kansas, public schools."

Dr. O. L. Plucker, superintendent of schools, has said it is impossible to predict when hot lunches will be available in those buildings without them. He has reiterated, however, the school board's intention to provide lunch service in all schools soon.

[From the Kansas City (Kans.) Kansan, Nov. 6, 1970]

FOR GRADE SCHOOLS—BIDS IN ON LUNCH ITEMS

The Kansas City, Kan., school district received bids Thursday on a portion of the equipment necessary to establish lunch facilities in four elementary schools.

Apparent low bidder on the 19-item package was Smith St. John Food Service Supply Co., Kansas City, Mo., for $57,157.33. Included are such items as mobile serving units, tray-storage carts, hot and cold food transportation carts, utility tables, student dining tables and table service.

Major cost items, such as trucks to transport food to the schools, garbage disposal units and walk in freezers and refrigerators, are yet to be bid on.

The Washington High School kitchen, which is not being fully used because of double sessions there, will serve as preparation center for the satellite operations.

Satellite food service operations are to be established by second semester at Bryant, Douglass, Fairfax and Grant elementary schools in the northeast area. A 015,000 grant pledge from Model Cities will be used to help pay the 25 per cent cost burden locally.

Three-fourths of the equipment cost is to be financed thru federal funds from the state.

Dr. Wayne Frazer, assistant superintendent for business affairs, said any additional funds that might become available would be used to establish lunch facilities at other schools outside the Model Cities area. Model Cities funds are confined to the northeast area.

Ten elementary schools in Kansas City, Kan., already operate school lunch programs. All are in the western part of the district and had facilities when the area was attached in 1967 to Kansas City, Kan., district 500.

[From the Kansas City (Kans.) Star, Nov. 6, 1970]

LUNCH BIDS TAKEN

(By Betty Butler)

Bids on part of the equipment needed to provide satellite lunch service to four elementary schools in northeastern Kansas City, Kansas, were received yesterday by that city's board of education.

Being sought were cost estimates on such items as seating facilities for the children, tray storage racks and hot and cold food transporting units to serve the buildings now without lunch facilities. Involved are the Grant, Fairfax, Bryant and Douglass schools.

Dr. D. W. Frazer, assistant superintendent for business affairs, said the Smith-St. John company, 1518 Walnut street, was the apparent low bidder with an offer of $57,157.38 for the required equipment. Four other firms also bid.

The bids will be tabulated and studied before a contract is issued.

School authorities are exploring the possibility that the 25 per cent of the cost which must be borne locally may be available from Model Cities funds, since all four schools involved are in the Model Cities areas.

To equip the cafeteria at the Washington high school to prepare the increased food needed for such a satellite operation, it will be necessary later to ask for bids for such items as freezers and refrigerators, disposal units and vehicles to transport the serving carts from the central kitchen to the other schools.

Dr. Frazer said other schools outside the Model Cities area may be added to the satellite operation later.

[From the Kansas City (Kans.) Star, Nov. 12, 1970]

KANSAS CITY, KANS.—SCHOOL HEAD DEFENDS LUNCH PROGRAM EFFORT

(By Betty Butler and Eric Johnson)

Charges of foot-dragging and a call for Senate hearings on the Kansas City, Kansas, public school system's hot lunch program by Sen. Robert Dole (R-Kans.) have evoked negative comments from the district's board and superintendent.

Dr. O. L. Plucker, superintendent, said the Board of Education was dedicated to their pledge that a 24.5-million-dollar bond package approved earlier this year eventually would provide lunch service for all the district's schools. Plucker criticized Dole for playing a directive rather than a supporting role.

Saturday, Dole asked Sen. George McGovern (D-S.D.), chairman of the Senate Select Committee on Nutrition and Human Needs, to schedule hearings on the national school lunch and breakfast programs in Kansas City, Kansas.

Dole, a member of the committee, said only 18 to 62 public schools participated in the school lunch program now and lunch prices at these schools appeared to be in excess of the national average.

The junior Kansas senator said also the U.S. Department of Agriculture and the Kansas Department of Education had made efforts to expand the programs within the district, but were stymied by lack of local funding. Financial assistance also had been pledged to the system, Dole said.

"At present it does not appear that the school district administration plans to take full advantage of this financial and technical assistance offered for development of food service throughout the district," Dole said.

Dole admitted the district was working on plans for lunch rooms in new and existing schools, but said implementation was dragging. The hearings, Dole said, would bring this to the public's attention.

"Plans have been made but implementation by school officials has been inadequate," Dole said. "The means available to alleviate this situation may be called to the attention of the citizens of Kansas City, Kansas, in an effort to motivate the school officials to more actively pursue the goal of food service to all school children."

Plucker said yesterday the board had had no contact with Dole prior to the senator's critical remarks.

"It is always interesting to find people who are more interested in directing change than they are in supporting it," Plucker said.

Plucker pointed out that state sources make no contributions of any kind to the school lunch program, they serve only as a disbursing agency for the available federal funds.

He also emphasized that Kansas limitations on budgets and tax rates make it impossible for the district to immediately raise the kind of money needed to provide hot lunches in all the schools.

Plucker and board members have reiterated their pledge that a 24.5-million dollar school bond issue, approved early this year, eventually would provide lunch service for all city schools.

"While we are unable to get firm assurance of that," he continued, "there does seem to be some money available for equipment from the Federal government on a 25 percent matching funds basis. But even by paying only one-fourth of the cost of equipment, we could not begin to set up temporary programs on an every-school basis."

The school district presently has lunch services available in all secondary schools and in the 10 elementary schools that were part of the Washington school district before its attachment to the city schools.

Following unification of the two districts, the city had the type A lunch, for which some federal funds are available, served in the Coronado and Arrowhead junior high school, the Washington high school and the 10 outlying elementary schools. The secondary schools in the original city district have continued to prepare an a la carte menu.

Kansas authorities prohibit the serving both a type A lunch and an a la carte meal, a provision which school officials have been seeking to have changed.

[From the Kansas City (Kans.) Star, Nov. 22, 1970]

A LA CARTE FOOD PLAN EXPANDED IN SCHOOLS

Starting January 18, the first day of the second semester, the type A balanced plate lunch, which is eligible for federal assistance, will replace a la carte food service in secondary schools in Kansas City, Kansas.

Starting next year there will be no federal subsidies for a la carte programs, but federal support will be increased for the type A meal. That, school officials say, is the reason for the change.

The only foods available by choice will be at a snack bar designed to supplement sack lunches or an alternate to the type A meal.

The government requires that each type A meal include a protein dish, milk, bread, butter and a serving of fruit and or vegetables which is to include a food rich in vitamin C, such as coleslaw, tomato juice or strawberries.

The following menu is planned for the first week the type A meal will be available:

Monday—Sloppy Joe on a bun, French fried potatoes, coleslaw and apple crisp.

Tuesday—Country fried steak, hot roll, mashed potatoes, and gravy, tossed green salad and chocolate cake.

Wednesday—Chili, crackers, fruit cup and cinnamon roll.

Thursday—Fried chicken, orange muffin, mashed potatoes and gravy, pear and lime gelatin and chocolate cream pie.

Friday—Fish fillet, cornmeal roll, fritators, April Green salad and strawberry shortcake.

The price of the type A lunch will be 50 cents to students and 55 cents to adults. Tickets will be available for $5 to cover meals for two weeks, or students may pay individually.

[From the Kansas City (Kans.) Star, Dec. 10, 1970]

U.S. Official Jeered—School Lunch Turmoil Casts Doubt on Probe

(By Terrence Thompson and Gary Murrell)

A Department of Agriculture official said last night he was uncertain whether he would recommend that the U.S. Senate select committee on nutrition and human needs hold hearings in Kansas City, Kansas, on the school system's hot lunch problem.

Martin Garber, regional director of nutrition from Dallas, indicated after a public meeting of the hot lunch task force in which he was repeatedly jeered and interrupted that he would not want senators to be exposed to such treatment.

The meeting, attended by about 200 persons, was held at the Y.W.C.A., Sixth street and State avenue.

The office of Sen. Dole (R-Kans.), a member of the nutrition committee, said today Kansas City, Kansas, officials would be notified within two months about the status of the hearings.

Senator Dole has requested the committee look into the school lunch situation, but his office feared the task force meeting last night might jeopardize the hearings.

Garber was interrupted in a talk on the national school lunch program and asked what the Agriculture department could do about the lack of hot lunches in most public schools in Kansas City, Kansas.

He replied that the department could do nothing directly and was limited to making suggestions.

"We're not telling the local school system how to do its job," he said.

Garber said Agriculture department funds for school lunches in Kansas go directly to the Kansas board of education for distribution and the department could exert no direct influence over local school boards.

Garber drew jeers when he said he had met with Dr. O. L. Plucker, superintendent of schools, for several hours yesterday to offer suggestions and added that he thought Plucker was making progress.

Norman Justice, board member of the Wyandotte County Economic Opportunity Foundation, told Garber that Garber should beware of what Plucker has to say about the hot lunch program.

"If you spent one hour with him (Plucker) you're wasting our time," Justice said.

Later, after Garber made an effort to defend recent efforts of the school board to expand the hot lunch program, he was told by one woman in the audience that "this is a new day."

"We either are going to get our hot lunches now or you can get your plane ticket and get astepping," she told Garber.

Garber was asked near the close of the meeting whether he would recommend to the United States Senate committee on nutrition that it hold a public meeting in Kansas City, Kansas, on the school lunch problem.

"Yes, I will," he answered.

He later told newsmen that he might change his mind about making the recommendation to the committee for the hearing unless the task force becomes more organized and orderly in its manner of presentations.

In a press conference earlier, Garber said his meeting with Plucker went very well. He said that Plucker told him that shortly after January hot lunches would be expanded to 2,000 elementary children who in the past had not had them.

Plucker also said, Garber reported, that all schools now serving the a la carte hot lunches (the junior and senior high schools) would be changed over to serving the type-A lunches that are eligible for federal subsidization.

Garber said this move would affect 10,000 students.

He said the type-A lunch, which is the national school lunch program kind, can be subsidized through the state at 5 cents a meal with an additional equivalent of 8 cents coming in commodities.

He also said that such a lunch can be served free or at a reduced price for needy children.

A proposal for 300 million dollars more for the national lunch program is now before Congress, Garber said. He explained that if it is approved as expected another 30 cents a meal will be available from federal funds for each type-A lunch.

[From the Kansas City (Kans.) Kansan, Feb. 25, 1970]

INTERVIEWS SCHEDULED—SURVEY ON FOOD HABITS PLANNED FOR KCK AREA

Interviews with 150 families in the northeast area of Kansas City, Kan., as part of a study to determine food habits by persons in an urban setting will begin Monday.

Heading the study is Dr. Norge W. Jerome, Ph.D., an assistant professor of nutrition at the University of Kansas Medical Center. She was one of 475 experts who served on advisory panels at the White House Conference on Food, Nutrition and Health last December.

She is with the Department of Preventive Medicine. She said little is known about food habits of persons in urban areas and it is nationally important to learn how people use food and all factors influencing use of food.

Dr. Jerome and four members of her staff will make personal visits to selected families at their homes. With her will be Mrs. Bobbi Kiser, Miss Estella West, Miss Njeri Kingiani and Miss Jessie Grant.

Information obtained will be part of a national study of the subject.

[From the Kansas City (Kans.) Kansan, Oct. 27, 1970]

$15,000 AVAILABLE FOR HOT LUNCHES AT CITY SCHOOLS

Mayor Joseph H. McDowell has stated that $15,000 will be made available from Model Cities funds to seek establishment of a hot lunch program for poor children in KCK School District.

This was disclosed today by John L. Zumwald, managing director of the Economic Opportunity Foundation. He said this was the only response received to date from telegrams sent Oct. 14 to Gov. Robert Docking, U.S. Senators Robert Dole and James B. Pearson, U.S. Rep. Larry Winn Jr. and Mayor McDowell.

The telegrams, from members of a "Hot Lunch Task Force," stated some poor children here are going hungry because there are not hot lunches.

A spokesman for the school district said it will be glad to cooperate in any effort to obtain funds for hot lunches.

[From the Kansan City (Kans.) Kansan, Oct. 27, 1970]

NEW FUNDS HELP—SCHOOL LUNCH PUSH GROWING

The need for and the lack of hot lunch programs in Kansas City, Kan., elementary schools has become an increasing source of irritation recently.

Citizens have become so concerned that a hot lunch task force has been formed, with the major thrust coming from the northeast area where many children do not receive good meals.

The KCK Board of Education also is concerned, according to Dr. O. L. Plucker, superintendent, who Monday responded to several questions which, he said, have caused considerable apprehension and misunderstanding of the district's plans to deal with the problem.

Pointing out that such facilities cost money, Plucker reiterated the fact that a hot lunch program plan was developed over a year ago as part of the $24.5 million school bond proposal.

With approval of the bonds, the district now is planning for food service facilities to be included in every new elementary school and at least satellite food service facilities added in every existing school with the exception of those which are scheduled to close.

Members of the task force and other concerned community organizations, however, consider the situation at present an emergency one and are requesting, if not demanding, that some sort of temporary arrangements be made. The start of second semester has been established by these groups as a goal for providing such programs thru emergency federal funds.

Already a promise of some $15,000 in Model Cities funds has been provided the school board, which will aid in this venture.

Plucker also pointed out that some temporary programs are already in operation or planned in areas of greatest need. Students at Stowe have a temporary program and a permanent satellite program for students at Douglass, Fairfax and Grant is being developed and should be in operation by the start of second semester.

The law governing the use of bond money, however, limits it to purchase of equipment that could later be transferred to permanent facilities. No money could be used to fund such costs as salaries, food and utilities.

Major modifications in old, obsolete, soon to be replaced buildings would be an unjustifiable use of bond money, Plucker said.

Plucker also pointed out that the bond money at best falls short of the needs of the district, estimated by a 1969 consultant report to amount to $60 million. Combined with rising costs for labor and materials, the bond money buying power has been reduced by at least $3 million, Plucker said.

Plucker again said, "It should be recognized that not all of the changes in food service could be made at one time, but that priorities in terms of size of schools and needs of the area would have to be taken into consideration."

He said the district would move as rapidly as possible with money available, first in areas of need, with an ultimate goal of food service for every school. But he said he could not predict exactly when the entire program would be implemented.

Another major criticism of the present set up has been that elementary schools in the western part of the city, where families generally have more money, do have school lunch facilities. Plucker pointed out, however, that those facilities were already there when the old Washington district was attached in 1967.

Ten schools in that area have such programs.

Schools that are scheduled to be closed or converted to use for special education are: John J. Ingalls, John Fiske, Franklin, Whitmore, Attucks, Quindaro, Vernon, Park, L. M. Alcott, Abbott, Dunbar South, Dunbar North, Kealing, Stowe, Prescott, Riverview and the old section of Lowell.

Generally, no food service arrangements will be needed or are planned in those schools, Plucker said.

New schools include ones on the present Quindaro site and the present Kealing site and a new school to be built in the Central Avenue area. These larger schools will include full scale facilities, Plucker said. Addition as at Hawthorne and Eugene Ware also will allow this type of arrangement.

Smaller existing elementary schools with no kitchen facilities will be equipped with satellite operations. They are: Stanley, Emerson, Silver City, Frank Rushton, T. A. Edison, Noble Prentis, Major Hudson, Morse, William Allen White, Bryant, Parker, Roosevelt, Chelsea, Mark Twain, Frances Willard, Fairfax, Douglass, Grant, McKinley, Whittier, Lowell and Central.

[From the Kansas City (Kans.) Kansan, Oct. 30, 1970]

JUDGED BY RESULTS—POVERTY PROGRAMS FACE AX

EDINBURG, TEX. (UPI).—The Nixon administration's Office of Economic Opportunity regional director says a 5 per cent budget cut will force the OEO to eliminate ineffective poverty programs and take steps to reduce duplication of services and overlap.

James W. Griffith said Thursday seven War On Poverty programs have already been closed down in his five-state region. He said one program in Louisiana received $1.250 million a year for five years without "one single shred of evidence" poor people were being helped.

"If we can't cure it, we're going to kill it," he said of faltering programs. "If you're going to waste money in this octopus we call government, for goodness sake don't waste the poor people's money.

"If we had taken $10 bills and passed them out on the street, it would have done more good," Griffith said of the Louisiana OEO program that was closed. "All they had was administration on top of administration.

"We've got some more (closings) in the mill right now," he said.

Griffith's region includes Texas, Oklahoma, Arkansas, Louisiana and New Mexico.

He told reporters the OEO is looking into possible political connections by Colonias Del Valle Inc. of the Lower Rio Grande Valley, which was formerly headed by a candidate of the La Raza Unida party.

Colonias Del Valle recently received a $72,000 federal grant for "research." It was headed by Alejandro Moreno of Pharr, who reportedly resigned two months ago to run against incumbent Democrat county commissioner Charles Curtis on the La Raza Unida ticket in next Week's Hidalgo County election.

Griffith said the regional OEO office in Austin has not had the services of a certified public accountant, although $52 million is channeled through the office yearly. He said the office is trying to hire a CPA now.

The director also said he favors channeling all grants in this region through the Austin office, rather than having Washington make individual grants such as the one to Colonias Del Valley.

Griffith praised Oklahoma Gov. Dewey Bartlett for volunteering to have his state take over the field services of the OEO program, saving Griffith's office travel expenses.

He also said New Mexico is doing well with its program, especially a program to turn a former Nike missile facility into a Methodone clinic for 250 heroin addicts. He said the Albuquerque facility is operating in the black because the former addicts are able to hold jobs while being treated.

[From the Kansas City (Kans.) Kansan, Oct. 30, 1970]

LUNCH PLAN SUPPORT BY NAACP

Members of the local branch of the NAACP Thursday voted to support school district 500 in its efforts on school lunches.

Meeting at First Baptist Church, 5th and Nebraska, members listened to Dr. Bertram Caruthers, assistant to the superintendent for community relations and special projects, discuss school lunch plans and problems.

Members then voted to support the district in its planning.

Andrew Rollins, local NAACP president, said it was felt that the chapter should follow thru on its support of bond plans.

Also present at the meeting Thursday were U.S. Rep. Larry Winn Jr., R–3rd Dist., and Walter Meyers, clerk of the Municipal Court.

Winn discussed efforts to secure bond protection for minority contractors on federal projects and told the group a meeting is planned soon of regional federal officials to discuss possibilities.

Meyers attended to express gratitude for the chapter's support of the Alcoholic Treatment Center.

[From the Kansas City (Kans.) Kansan, Nov. 2, 1970]

FROM LABOR DEPT.—TRAINING GRANT OKAYED

Work experience and training will be provided for some 95 underprivileged persons in Kansas City, Kans., thru a special Labor Dept. grant totaling $305,980.

The grant, to the Economic Opportunity Foundation Inc., includes the Neighborhood Youth Corps program, for out-of-school youths, and the Operation Mainstream program, for persons who have experienced chronic unemployment.

The funds are part of $1,338,707 alloted to Kansas for federal manpower programs.

Also included is an extension of the Work Incentive Program thru June 1971. Allocation is $250,000 for programs operated here and in Wichita and Parsons.

The WIN program is the largest, in terms of number of persons served, and provides such services as counseling, work experience, basic education and skill training to persons on the welfare rolls.

[From the Kansas City (Kans.) Kansan, Nov. 4, 1970]

HOT LUNCH EXPANSION APPROVED FOR SCHOOLS

(By Marilyn Petterson)

Free or reduced price lunches for all junior and senior high schools and five additional elementary schools after Jan. 1 were approved Tuesday by the Kansas City, Kan., Board of Education.

Ten elementary schools, Arrowhead and Coronado junior high schools and Washington High School, all in the western part of the district, presently serve the Type A plate lunch, which allows for reimbursement from the state for needy students.

Four of the elementary schools to be added are Bryant, Douglass, Fairfax and Grant, all in the northeast area. The fifth has not been named.

All other secondary schools presently serve an a la carte type lunch, which allows the district to purchase commodities but not to receive reimbursement for free or reduced price lunches.

The school board is seeking to retain those programs in the schools which presently have them, but add the Type A.

The state provides reimbursement as high as 30 cents for an individual meal.

School board members took the action, however, with full understanding that the state might not be able to meet its reimbursement commitment.

With Wichita, the largest school district in the state, and Kansas City, Kans., moving to implement such programs district-wide, Dr. O. L. Plucker, superintendent, explained, money may run out. "The program simply could go broke," he said.

Plucker also responded to appeals by Legal Aid here on behalf of needy children for the district to waive special fees such as are paid for text book rentals.

No child is being denied texts, Plucker said, whether the fee has been paid or not. No claims have been denied or granted, he said. The materials simply have been provided, he continued.

Requests to waive special activities and yearbook fees, however, Plucker said, are not involved. These are entirely optional payments and there are literally hundreds of students who do not pay either.

The activities fee admits students to football games and school dances. If the yearbook is given free to some students, he said, those who pay for it are paying for the free one, too, he said.

In the past the Social Welfare Dept. has provided money to parents to pay special school fees. But, as a supplemental item, the department here this year does not have the money in its budget to provide the payment.

[From the Kansas City (Kans.) Kansan, Nov. 4, 1970]

PROGRAM TO EXPAND—SCHOOL BOARD PRAISED FOR HOT LUNCH PLANS

The Hot Lunch Task Force has commended the Kansas City, Kan., school board for plans announced Tuesday to initiate free or reduced cost lunches for poor children in 14 additional schools second semester.

The group, formed to push for hot lunches for all children in the school district, said, however, its work will not end until all poor and disadvantaged children receive free or reduced price lunches .

The school board plans to make such lunches available to needy children in all secondary schools and five additional elementary schools—Grant, Douglas, Bryant, Fairfax and a fifth to be named. Ten elementary schools presently offer the free or reduced price meal thru the Type A plate lunch.

The task force lists 10 additional elementary schools which need these lunches immediately. They are: Stowe, Kealing, Dunbar North and South, Abbott, Hawthorne, Parker, Quindaro, Vernon and Welborn.

The school board however does not plan to proceed with facilities in those schools which are scheduled to be closed, such as Quindaro. The new Quindaro School would have lunch facility.

The statement released today by the task force was signed by Rev. Charles McGlinn, chairman; Mrs. Estella Smith, a member of the proposal committee; Mrs. Sulvia Jackson, secretary, and John L. Zumwait, managing director of the Economic Opportunity Foundation.

[From the Kansas City (Kans.) Kansan, Nov. 12, 1970]

LUNCHES ARE TOPIC OF MEETING

A public meeting on school lunch problems in the Kansas City, Kan., school district will be Dec. 9.

It will begin at 7:30 p.m. at the YWCA.

The meeting is being organized by a special school lunch task force consisting of residents and representatives of agencies working with the poor.

A letter has been sent to U.S. Sen. Bob Dole, R-Kans., inviting him to speak to participants. Senator Dole has been responsive to requests from task force members that a federal investigation is needed here on the school lunch situation.

Dole has requested public hearings by the Select Committee on Nutrition and Human Needs of which he is a member. In a recent letter to John Zumwalt, managing director of the Economic Opportunity Foundation, Dole indicated that the committee plans to hold such hearings within the next two months.

Invitations also are being sent to many civic leaders.

One of the main purposes of the meeting is to emphasize the concern which exists for providing school lunches in all the public schools.

[From the Kansas City (Kans.) Kansan, Nov. 12, 1970]

WCC HEARS WALLACE

"Our welfare plan is not working," Rev. Robert Wallace told members of Women's Chamber of Commerce at their noon meeting Wednesday.

"Under the present system the poor are getting poorer and the rich are getting richer," he said, "And apparently we like it that way."

Wallace, executive director of Bethel Neighborhood Center, told the women that America was built on idea of thrift, but today people have the "why save" attitude.

"Workers today say, 'If I can't make it big, why work?'" Thus the tremendous demand for unreal high wages, he explained.

"Every generation has to learn about the 'Great American Dream,'" he said. "But they must see it in action."

"And you can't see it in action living on a welfare check in a housing project," he explained.

Wallace asserts that there are no self-made men. Everyone has had help to get where he is, he asserted.

"And that goes for the man who is affluent, and for the man who won't work," he said.

The poor can make it, but they can't make it alone, he said. He cited his personal experience as an example. The son of a sharecropper, he was able to obtain a college education because his mother saw the "Great American Dream" and felt that it was never too late to grasp it. He feels he was helped by World War II and the GI Bill of Rights which enabled him to go to college, and by his mother who was so sure of the "Great American Dream" that she also entered college and finished school after her son. She recently retired from teaching, he said.

Wallace heads a neighborhood center which has been in operation since 1911 and says that the success of the center is because the women in the area have have become involved and have given their time to help others.

Mrs. Erma Byrd gave the invocation and flag salute preceding the meeting.

[From the Kansas City (Kans.) Kansan, Nov. 22, 1970]

CROSS-LINES COUNCIL IN YULE DISTRIBUTION

Cross-Lines Cooperative Council, Inc., which represents 29 religious denominations, will be distributing food, clothing and presents to needy families today.

Families will be able to select food and clothing from an assortment of items collected by area churches and stored in the basement of Rosedale Christian Church, 9th and Stinson.

In addition children or their parents will be able to select Christmas presents of their choice and if they desire, may even purchase a gift for a small sum at Loyalty Mission, 1100 Merriam Lane.

"It is our hope eventually to maintain the family's integrity whereby they can go out and buy their own food, clothing, and presents," said Mrs. Don Anderson, wife of Rosedale Christian Church's pastor. Rev. Anderson is president of Cross-Lines.

Mrs. Anderson said baskets were picked up Tuesday by families who were adopted by individual churches. The churches chose families they wanted to adopt and collected specific items of clothing and food.

This has been a lean year for collection agencies and organizations, Don Bakely, Cross-Lines director, said. They have had to supplement the Social Welfare Dept.

Myron Dice, Cross-Lines program director, said they have received several calls from Kansas City, Mo. organizations. But he thought they would do well to take care of all the referrals on the Kansas side.

Dice said the church basement has been set up like a country store to facilitate distribution. "We'll be cleaned out of food today," he said.

[From the Kansas City (Kans.) Kansan Nov. 23, 1970]

EMERGENCY RESOURCES PANEL TOPIC

The Wyandotte Chapter of the Kansas Conference on Social Welfare will meet at noon Tuesday at the John Holiday room of the Holiday Inn Gardens.

A panel of representatives from various service agencies and organizations will discuss resources available in the community for meeting such emergency needs as food, clothing and financial aid.

Speakers will be Capt. John P. Churchill, Salvation Army officer; Harold M. Cullum, AFL–CIO community services representative; Myron Dice, program director for Crosslines Cooperative Council; Charles W. Jones, intake worker for Catholic Charities; Miss Priscilla Camp, director of planning, evaluation and research for Economic Opportunity Foundation; and James E. Wann, director of the Wyandotte County Department of Social Welfare.

Moderator will be Mrs. Annette Thurston, director for community planning: United Community Fund and Council.

Those interested in attending should call 432–7555 by Monday.

[From the Kansas City (Kans.) Kansan, Nov. 23, 1970]

SCHOOL LUNCH BACKERS NAME STEERING PANEL

A 13-member steering committee has been named by the School Lunch Task Force, an organization seeking to obtain school lunch programs in all public schools here.

On the committee are: Rev. David L. Gray, Pleasant Green Baptist Church: Rev. Cecil Murray, Northeast Action Group; Mrs. Ruby Martin, Welfare Rights Organization; Mrs. Jean Pavela, Human Relations Commission; John Zumwalt, Economic Opportunity Foundation; Father Charles McGlinn, Our Lady of Saint Rose Catholic Church; Mrs. Maxine Westfiels, NAG; Mrs. Fay Williams, Total Action Group; Mrs. Adjwilla Matthews, Mid-town Welfare Rights; Mike Kiley, VISTA; Awilda Sailard, Head Start; Mrs. Lolita White, NAG; and Mrs. Estella Smith, Kansas City, Mo

The task force is planning a city-wide meeting Dec. 9 to discuss the school lunch situation. Members hope to secure U.S. Sen. Bob Dole, R-Kans., as keynote speakers.

[From the Kansas City (Kans.) Kansan, Jan. 5, 1971]

FACILITIES FOR 20,000—HOT LUNCH PROGRAM FOR CITY DUE JAN. 18

(By Marilyn Petterson)

Beginning Jan. 18, the federal hot lunch program will be available to approximately 20,000 of the 34,000 students in Kansas City, Kan., schools.

Under the National School Lunch Act the Type A plate lunch makes available federal food commodities and a reimbursement of 30 cent on each free or reduced priced lunch served to needy students.

At present the plate lunch is available to 8,255 students at 15 schools. Eight schools, all secondary, presently serve the a la carte (Cafeteria style) lunch which is not eligible for reimbursement and which lost its right to federal commodities Jan. 1.

The tremendous increase in the number of students under the national school lunch program is resulting from the transfer of these eight secondary schools to the plate lunch service. A snack line operation, including such items as sandwiches, desserts and salads, will be available at those schools for students who do not want or need a full meal at noon.

Four elementary schools, Bryant, Fairfax, Grant and Douglass, are being added to the school district's lunch program for the first time this second semester. The schools have a combined enrollment of about 2,000 students.

The secondary schools being transferred are Argentine, Rosedale, Sumner, Wyandotte, Central Junior, Northeast, Northwest and West. Arrowhead and Coronado junior high schools already serve the Type A plate lunch.

Other elementary schools now serving the Type A lunch are: Bethel, Hazel Grove, Claude Huyck, J. F. Kennedy, Lindbergh, Stony Point North and South, Stowe, Vance, Vernon, Welborn, White Church and Pomeroy.

Federal poverty guidelines have been established to determine eligibility of students to receive free or reduced priced lunches.

Family income, family size and the number of children in a family attending school or pre-school are taken into consideration under the guidelines.

The eligibility standards for free lunches range from an annual income of $1,200 for a 1-member family to $5,100 for a family of eight. Standards for a reduced riced lunch range from an annual income of $1,920 for a 1-member family to $5,820 for a family of eight.

Students may not be charged more than 20 cents on a reduced priced lunch.

Estimated cost of a Type A lunch is 40 cents for 1st and 2nd grades, 45 cents for 3rd thru 6th grades and 50 cents for secondary school grades. Each lunch receives an automatic reimbursement of five cents.

[From the Kansas City (Kans.) Kansan, Feb. 2, 1971]

DIRECTOR "SHOCKED"—NO MODEL CITIES FUNDS FOR LEGAL AID SOCIETY

The Legal Aid Society's chances of expanding its office and services by March thru Model Cities money are virtually nil, according to Benoyd Ellison, Model Cities director.

Ellison said he read of the society's hope of receiving Model Cities money for expansion. "I was quite shocked," he said.

Ellison commented that he knew nothing of any plan for Legal Aid expansion and said there was no chance for the organization to obtain any money thru Model Cities before the next action year begins July 1.

Even then, it is unlikely, he said, because funds recycled thru Model Cities must meet two requirements: That they receive matching money or that they be for physical or building programs.

But there is still hope Legal Aid could receive some money, Ellison reported: "Their best route would be to become involved with planning groups. There is an established planning process which any new proposal must go thru. That processing and planning must be approved by citizen planning groups, a policy and planning board, city commissioners and Housing and Urban Development.

"For Legal Aid to have any chance for funds thru Model Cities by July, it would have to start planning next week with planning groups of the neighborhood." Ellison said planning for the second action year to begin in July must be completed by April.

[From the Kansas City (Kans.) Kansan, Feb. 4, 1971]

ABOUT SCHOOL LUNCHES

SIR: Did you know there are 48 public elementary schools in Kansas City, Kan., (District No. 500); only 17 of these schools have school lunch programs; all but four of these are located in the western part of the district: 31 schools do not have lunch programs; about 14,000 children do not receive school lunches: about 2,100 of these children are supported by ADC. A hungry child cannot learn.

REV. CHARLES D. MCGLINN,
Parish of Our Lady and St. Rose.

[From the Kansas City (Kans.) Kansan, Feb. 4, 1971]

Head Start Fund Session Reset For Monday

A meeting of Head Start parents and Economic Opportunity Foundation staff and executive board members has been rescheduled for 7:30 p.m. Monday.

The meeting, to discuss a Head Start funding cut, was cancelled Thursday because of the weather.

Under consideration is a proposal from the Office of Child Development, a division of the Department of Health, Education and Welfare, to delay a $170,000 funding cut for four months. The cut was to be effective April 1, the beginning of the new program year, but OCD offers to delay it until Aug. 1.

A group of about 50 parents already have recommended rejection of the offer. A compromise offer from EOF to accept a $70,000 cut but add 100 children to the program has been rejected by OCD.

[From the Kansas City (Kans.) Kansan, Feb. 4, 1971]

BE Position Is Sought By Priest

Rev. Charles D. McGlinn, associate pastor of Our Lady and St. Rose Church and chairman of the school lunch task force, filed today as a candidate for the Kansas City, Kan., Board of Education.

"I pledge myself to work toward an immediate initiation of hot lunch programs in the 31 public elementary schools that are currently without such programs. There are 14,000 children in this city who are deprived of a hot lunch at school. About 2,100 of these children come from poverty homes . . ."

The candidate is a director of the Community Service Center here and chairman of the campaign for human development in the Catholic archdiocese of Kansas City in Kansas.

[From the Kansas City (Kans.) Kansan, Feb. 11, 1971]

School Lunches for Hungry Children

"Our cause is great," Clifford M. Hardin, agriculture secretary, told a White House follow-up conference on food, nutrition and health in specific reference to a budget increase this year from 657 million dollars to more than 1 billion dollars for the National School Lunch program.

Of course Hardin is correct. In a bountiful land there should be no question of American school children going hungry at any time.

The number of those who do is decreasing. Throughout the United States last year, nearly 23½ million children in school participated in the lunch program. About 5½ million of these from poverty areas receive free or reduced-price lunches every school day.

Of that number, statistics for December revealed, 100,331 Missouri children and 24,393 from Kansas participated. Here at home, 33,863 children in the Kansas City schools and an estimated 5,000 to 6,000 Kansas City, Kansas, children were beneficiaries. The Kansas City, Kansas, program, which had been lagging, is picking up steam. Joining the program January 1 were all 11 of the junior and senior high schools. And food service facilities are being added as rapidly as possible to enable all of the city's elementary schools to join. About one-third of the city's 45 grade schools have programs now.

But the sad fact is that the nutritious lunch at school is the most substantial meal of the day for many youngsters from poor neighborhoods. The food stamp program is picking up some of the need there, increasing from 3.2 to 9.5 million the number of needy persons aided in the last year.

There is a current controversy over the need of such stamps, which carry a current monthly value of 128.5 million dollars, by some college students and persons living in communes. Some from both groups have found loophole routes into participation. However, there can be no such argument when a hungry child is involved.

[From the Kansas City (Kans.) Kansan, Mar. 10, 1971]

THREE SENATORS TO CONDUCT MEET—SCHOOL LUNCH HEARING SET MONDAY

Three U.S. Senators are expected here Monday to conduct a federal hearing on the school lunch program in Kansas City, Kans., schools.

The hearing will begin at 9:30 a.m. at Memorial Hall.

Sen. Bob Dole, R–Kan., who requested the hearing by the Select Committee on Nutrition and Human Needs, has indicated that he, Sen. George McGovern, D–S.D., chairman of the committee, and Sen. Henry Bellmon, R–Okla., will conduct the "fact finding" hearing.

Altho Dole requested the hearing after complaints that the school district was "dragging its heels" in implementing lunch programs in all schools, he has emphasized that the hearing is not intended as an indictment of the present school board or administration.

Testimony will be presented by local, state and federal agencies and groups on how to expand the program here.

Among those groups testifying will be an independent School Lunch Task Force, headed by pastor of Our Lady and St. Rose Catholic Church, who apparently has won nomination as a school board candidate.

Although the school board has plans to implement school lunch facilities to serve all schools with portions of the $24.5 million in construction bonds, critics contend that the program could be expanded now.

Present school board members have emphatically stated that they are in no position to use tax money collected for education to finance school lunches.

All secondary schools and 16 of the 48 district 500 elementary schools now serve the Type A plate lunch, which is eligible for reimbursement on free or reduced priced lunches for needy children.

However, in the first full month of operation of the plate lunch service, the district showed a deficit of more than $9,000. Prior to second semester, when the a la carte type lunch was served in several schools, the district's lunch program was self-supporting.

Some school board critics, however, expect this deficit to drop in the next few months and charge that more schools could be served at present cost.

[From the Kansas City (Kans.) Kansan, Nov. 10, 1970]

BREAKFAST PROGRAMS, TOO—DOLE REQUESTS SCHOOL LUNCH HEARINGS

Public hearings on school lunch and breakfast programs in the Kansas City, Kans., school district, have been requested by U.S. Sen. Bob Dole, R–Kan.

In his request to the Select Committee on Nutrition and Human Needs, Dole was critical of school officials here for not being active enough to the pursuit of school lunches for all children.

Both the Department of Agriculture and the State Department of Education have made efforts to expand lunch and breakfast service here, Dole said.

Various meetings have been conducted with school officials, Dole, said, and financial assistance to the fullest extent possible for equipment and breakfast and lunch service has been offered. Technical assistance to develop further plans here also has been offered by both agencies, Dole continued.

"At present, it does not appear that the school district administration plans to take full advantage of this financial and technical assistance offered for development of food service thruout the district," Dole said.

"Plans have been made, but implementation by school officials has been inadequate."

Dole said he felt the hearings necessary to properly inform the community of the situation and to motivate school officials to more actively pursue the goal of food service to all children.

Dole also pointed out that the Department of Agriculture had hoped to start 23 breakfast programs here last school year. Due to lack of local funding, Dole said, the programs were not opened.

School administrators had no comment on Dole's request.

At present all secondary schools and 10 elementary schools serve school lunches. Only Coronado and Arrowhead Junior high schools and Washington High School and the 10 elementary schools, all in the former Washington School District, serve the Type A plate lunch, which allows for reimbursement for free or reduced cost lunches thru federal funds to the state.

The district is applying to implement the Type A lunch along with the a la carte type lunch at all secondary schools.

The district also has announced plans to open four new elementary school lunch programs in the northeast area and has accepted bids on a portion of the equipment necessary. The schools would be served by lunches prepared at Washington High School and transported by special truck.

Long range plans thru part of the $24.5 million in school bonds approved by voters last January call for implementation of school lunch facilities in all schools.

[From the Kansas City (Kans.) Times, Feb. 2, 1971]

HOT LUNCH SUIT MOTION DENIED

Judge Arthur J. Stanley denied a motion yesterday to dismiss a suit against the Kansas City, Kansas, school board for alleged failure to make hot lunches available for all elementary school children.

The motion was made by the school board, the defendants, in U.S. District court. The suit was filed in 1969 on behalf of 51 needy children in the Northeast section of the city.

Willard L. Phillips, school board attorney, said the request for dismissal was based primarily on failure by the plaintiffs to consummate a pretrial conference. After denying the dismissal motion, however, Judge Stanley ordered that a pretrial conference be arranged at a definite time and date.

[From the Kansas City (Kans.) Times, Feb. 10, 1971]

SCHOOL OFFICIALS STEW OVER HOT LUNCH DILEMMA

(By Betty Butler)

The Kansas City, Kansas, public school system is paying the price for being the last district in the metropolitan area to provide hot lunches for its pupils.

This price is evident in the inroads of inflation on construction and operating costs, new federal guidelines requiring provision of free or low-cost lunches to low-income families and in mounting public pressure to serve a noon meal to all children regardless of family income.

Although voters last year approved a 24.5-million-dollar school bond issue, with a goal to expand the lunch program to all schools, administrators have seen inflation cut an estimated 3 million dollars from that issue since the program was conceived in 1969. The voters had rejected a bond proposal two years earlier, which might have helped solve the problem.

Adding to the problem at this time is a new federal regulation requiring the serving of free or low-cost meals to children from low-income families, a figure that is only partly reimbursible from federal funds. This is coupled with a Kansas freeze on expenditures by tax-supported bodies that severely limits the amount of funds available to the lunch program. Previously, the cafeteria program has been self-supporting.

Elementary schools in the older sections of Kansas City, Kansas, were designed on a neighborhood basis with the assumption that all pupils would go home for their noon meal. Some of the older ones, dating to the turn of the century, are slated for demolition and replacement. They have no space for food service and administrators say it is impractical to attempt to serve lunches in them.

All new schools will have food service facilities and the plan is to install such facilities in the older buildings that will continue in use. However, even if they succeed in building and equipping such facilities despite the inroads of inflation on construction costs, they face problems in staffing and operating a lunch program while staying within their budget.

Johnson County schools, with lunches already available in its schools and with a minimum of low-income families, escapes this angle of the budget limitations

Schools in suburban Jackson County have other financial problems, but they also have a hot lunch program operating in all schools except in the Oak Grove district. There it has been discontinued for this year only, pending completion of new facilities.

Proponents of a hot lunch program for all Kansas City, Kansas, schools insist that the failure of 32 elementary schools to serve a noon meal constitutes a crisis. Stressing the fact that many of them, particularly the extremely old buildings, serve large proportions of low-income families, they say the children are hampered in learning by the pangs of hunger.

The Rev. Charles McGlinn, chairman of a group calling itself the Hot Lunch Task Force, is making the immediate serving of hot lunches in all schools a campaign issue since he has filed for election to the city's board of education.

"We are faced with a crisis," he says. "Somewhere in the district's 20-million-dollar budget should be the necessary amount to match Federal contributions for such a program."

Dr. O. L. Plucker, superintendent of schools, has refused to commit school authorities on exactly when this will be possible.

"But let there be no misunderstanding," he says. "The board of education is aware of the need. It intends to proceed with all possible speed in carrying out its commitment to a hot lunch program in every school while at the same time acting responsibly and in the best interests of the children and citizens of this community."

Charges of preferential treatment for so-called "wealthy" sections of the school district have been leveled since the former Washington district schools, west of the original city district, were attached four years ago.

Four elementary schools in low-income areas were added to the hot lunch program this year on a satellite basis, with the food being prepared in the kitchens at Washington High. Facilities for the preparation were available there because Washington is on double-sessions with few students eating there at noon.

District officials resist the idea of serving meals in classrooms, although one school, Vernon, now has its hot lunch served in the library and eaten in classrooms. A few schools in Jackson County do serve their noon meal in the classrooms, however.

In one instance the Kansas City, Kans., system is serving hot lunches for the Stowe elementary pupils at a nearby church, but are somewhat disappointed at the rate of pupil participation. The Gardner-Edgerton school district in Johnson County, however, serves lunch for its junior and senior high students at the Gardner elementary school with no significant effect upon participation.

If finances can be adjusted under the current tax freeze, and if sufficient kitchen space can be developed in existing facilities, a few more Kansas City, Kans., elementary schools may be added for satellite service next fall. They will, however, be in buildings having multipurpose rooms and ground level entrances and not slated for demolition.

[From the Kansas City (Kans.) Times, Feb. 16, 1971]

TYPE A LUNCH SEEN AS WELFARE USE

(By Robert Burdick)

At a meeting of the advisory council to the Kansas City, Kansas, Board of Education last night, Dr. O. L. Plucker, school superintendent, said the conversion to serving type A hot lunches may represent a massive use of school funds for welfare purposes.

Plucker spoke in answer to a council member's question on how many free and reduced lunches were being served in elementary and secondary schools since the new lunch program began in January.

"School districts using the type A lunch are losing money on it," Plucker said. "In a time when we are trying to provide the most for every student we are faced with an increase in welfare."

Council members were told that the school district has had to raise the prices of lunches from 35 to 40 and 45 cents this year because of increased costs in food preparation.

"We are going to be paying for lunches instead of teachers," Plucker said.

Marvin Potter, chairman of the council's economic advisory committee, asked if by raising the prices of lunches this year the district was causing persons who were able to buy lunches to support part of the cost of free and reduced price lunches.

"It would seem to me that this increase means that persons buying lunches are supporting those who are unable to buy them. I wonder if this is deductible," Potter said.

School officials answered that if viewed in one way Potter's question could be answered yes. They said the district receives a subsidy of five cents for each regular priced lunch sold. Because the lunch cost less than the price and the subsidy the district makes a few pennies.

These pennies are then applied to the deficit caused by supplying the free and reduced price lunches, officials said. They explained that even with the government surplus foods and the 35 cent price support for each free lunch in the district still loses several cents on each lunch.

"When you are talking about several thousand lunches every day over an extended period you can see that this is going to add up to a considerable amount of money," Plucker said.

William W. Boone, principal of Northeast junior high school, said his school served an average 35 reduced-price lunches, 445 free lunches and 500 paid lunches each school day since the type A lunches were begun.

Plucker said Kansas City, Mo., schools put more than $200,000 into the hot lunch program last year and that school districts across the country are finding it increasingly difficult to finance these programs.

A member of the council asked what was being done to promote state and federal aid for the lunch program and was told by Mrs. F. Dwight Coburn, chairman, that the council had written to Sen. Bob Dole seeking support for the program.

The council passed a resolution supporting school district efforts to work within the law and within the budget, "to explore all possible avenues to provide lunches to children in all schools as soon as possible."

[From the Kansas City (Kans.) Times, Feb. 17, 1971]

MODEL CITIES STUDIES HOT LUNCH FUNDING

(By Boyd Elison, KCK Department of Model Cities)

Model Cities financial aid to the Kansas City, Kansas, school board for its hot lunch program is now under consideration by a Model Cities planning committee composed of residents, officials reported yesterday.

In the proposal the school board would be allocated $15,000 in federal funds to reimburse the school board for money it has already spent on hot lunch equipment in four Model Cities elementary schools.

The Model Cities money would come from unused funds now in that department's hands and would be recycled into the hot lunch program.

The $15,000 would go to the school board for its program in Bryant, Douglass, Fairfax and Grant elementary schools, which have been getting hot lunches since last month.

The proposal states that the total cost of the program is $101,760 with $68,173 of this amount committed from the Department of Agriculture and the rest financed from the school board's general fund. The Model Cities money would go to help pay for the school board's share in the program.

Dr. Wayne Frazer, assistant school superintendent for business affairs, said yesterday the school board was told last fall Model Cities money might be available. However, he said school officials could not wait until the actual funds came before acting.

For the school board to pay its 25 percent share of the program to tie down the Department of Agriculture funds, he said the school board had to "borrow" from school funds slated for other purposes.

Frazer said school officials have received no absolute assurances from city officials that the Model Cities money would be forthcoming.

Model Cities officials said the hot lunch proposal is now being studied by the Model Cities residents' social planning committee. The Model Cities policy and planning committee, city commissioners and federal officials would have to approve the proposal before any money is allocated.

[From the Kansas City (Kans.) Times, Feb. 26, 1971]

SENATE LUNCH PROBE SET

(By Joe Lastelle)

WASHINGTON.—A hearing on how to expand the school lunch program in Kansas City, Kansas, schools has been scheduled for March 15, Sen. Bob Dole (R-Kas.) announced last night.

Dole requested that the select committee on nutrition and human needs, of which he is a member, conduct the hearing. It will be held in Kansas City, Kansas, but the hour and building have not been determined.

Testimony from local, state and federal agencies and groups will be taken at what Dole called a fact finding hearing.

So far Sen. George McGovern (D-S.D.), who is chairman of the committee, and Sen. Henry Bellmon (R-Okla.) and Dole have decided to make the trip for the hearing.

Word that a date had been set for the hearing caught most interested groups unprepared as to their roles. They expressed hope they would receive instruction from the committee on how it expects them to participate.

The Rev. Charles McGlinn, chairman of the Hot Lunch Task Force, which requested the hearing, had the immediate thought of communicating with Dole to learn how his group could be most helpful.

The task force was formed with the purpose of devising ways of forcing the Kansas City, Kansas, Board of Education to provide noon meals within the schools. By tradition this service to children had been left to parents, so there were no food facilities in the schools.

A bond issue for new buildings and remodeling older ones has envisioned food and serving facilities for all schools, but the task force sought immediate hot lunches. In the four most poverty-stricken elementary districts, the school board, recognizing the need, has set up a lunch program by the use of portable equipment.

The superintendent of public schools, Dr. O. L. Plucker, was as surprised as any of the others that a hearing had been called. He said he would wait instructions from the committee on who would be requested to supply information and the type of information sought.

Most ready to be helpful was John Zumwalt, managing director for the Economic Opportunity Foundation.

"We will have our research department give all the help it can," Zumwalt said, saying his organization stood ready in several departments. He said the foundation would "ask to appear," as would the action groups in the various neighborhoods.

Included in the groups who would be seeking to give testimony, Zumwalt believed, would be the parent advisory groups to Head Start and Day Care programs.

Father McGlinn said his delegation would include "some pretty knowledgeable people" because his group has a wide membership. He also believed teacher organizations would wish to appear at the hearing.

"We do expect them to contact us since we made the request and have done a lot of research," Father McGlinn said. "I'm sure they will want some input from the task force."

[From the Kansas City (Kans.) Times, Mar. 3, 1971]

HOT LUNCH TASK FORCE TO TESTIFY AT HEARING

The chairman of the Hot Lunch task force in Kansas City, Kansas, said yesterday that the group will be one of 10 persons or organizations to present testimony at a U.S. Senate hearing on school lunches March 15.

The Rev. Charles McGlinn, chairman, told his group yesterday that although personal testimony will be limited, the Senate committee will accept all written reports submitted.

He said he has been informed by the office of Sen. Bob Dole (R-Kans.) that the task force will be one of the 10 presenting testimony.

Father McGlinn said the hearing, to be held only one day, will begin at 9:30 o'clock in the morning. However, the site of the hearing has not been selected, he added.

In other action Father McGlinn said the group is now seeking to become a "clearing house" for all types of complaints concerning the hot lunch program.

He said one complaint the task force is looking into is a report that many needy parents, who have children in schools where the lunch program does exist, do not know their children are eligible for free or reduced price lunches.

[From the Kansas City (Kans.) Times, Mar. 3, 1971]

SCHOOL BOARD RACE—NOON MEALS TO BE CANDIDATES' ISSUE

(By Betty Butler)

Hot lunches—How soon, at what price and perhaps what type—obviously will be the biggest issue in the general election April 6 when four members of the Kansas City, Kansas, Board of Education will be selected.

Dr. John O. Yulich, Howard L. Porter and David G. Larson, all incumbents, were the top vote getters in the field of 15 candidates in yesterday's primary election. However, the fourth incumbent the Rev. Emory A. Wadlowe came in fourth by a margin of only 73 votes, but will be one of the eight candidates seeking four seats on the board in April.

The incumbent members all have declared their support for a complete hot lunch program in all city schools—but have said finances and construction-delays make it impossible to determine when hot lunches will become a reality.

Mrs. Magdalena (Maggie) Rodriquez who was close behind Mr. Wadlowe in the total vote, has made fast expansion of the hot lunch program a major issue. She also has spoke in favor of increased and effective citizen participation in the affairs of the school board and central administrative offices. She is active in Mexican-American organizations.

The Rev. LeRoy Powell, an inactive Negro Baptist minister who now is in the real estate business, ran about 1,500 votes behind Mrs. Rodriguez. He is the only one of the candidates for the general ballot to have omitted the hot lunch program as an issue in his campaign.

Both M. Myron Dice and the Rev. Charles D. McGlinn, who also captured positions on the general ballot, have pushed hot lunches for all school children as a major issue.

Dice, who is program director for the Crosslines Co-Operative council in the Rosedale district, and Father McGlinn, pastor of Our Lady-St. Rose Catholic church, had insisted that immediate hot lunches for all school children constitute a crisis and should have priority at all costs.

Three of the five black candidates for the board were eliminated in yesterday's voting, leaving only Mr. Powell and Mr. Wadlowe as representatives of their race in the general election.

The Kansas City, Kansas, schools lost $10,000 in the first month of serving type A lunches in all schools now having food preparation facilities. This resulted from a Federal requirement that to qualify for federal aid, school systems must offer free or reduced price noon meals to children from low income families.

Some of the city schools previously had served an a la carte menu and there has been some talk that it might be necessary to return to this system, despite the loss of more federal funds.

Prior to introduction of the new guidelines to qualify for federal financial support and surplus commodities, the lunch program in all schools had been self-supporting financially.

Hot lunches now are available in all secondary schools in the district. Some of the elementary schools also either have their own cafeterias or are being handled on a satellite basis, with the food cooked elsewhere and brought to the individual school.

Most of the elementary schools not now serving a noon meal either have no space for such activities or are slated for demolition under a school construction bond proposal under way in the district.

School administrators have reiterated that it is both impractical and nearly impossible to serve lunches in many of the buildings until the building program is completed.

[From the K.nsas (Kans.) Star, Feb. 17, 1971]

MODEL CITIES STUDIES HOT LUNCH FUNDING

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The Model Cities money would come from unused funds now in that department's hands and would be recycled into the hot lunch program.

The $15,000 would go to the school board for its program in Bryant, Douglass, Fairfax and Grant elementary schools, which have been getting hot lunches since last month.

The proposal states that the total cost of the program is $101,760 with $68,173 of this amount committed from the Department of Agriculture and the rest financed from the school board's general fund. The Model Cities money would go to help pay for the school board's share in the program.

Dr. Wayne Frazer, assistant school superintendent for business affairs, said yesterday the school board was told last fall Model Cities money might be available. However, he said school officials could not wait until the actual funds came before acting.

For the school board to pay its 25 per cent share of the program to tie down the Department of Agriculture funds, he said the school board had to "borrow" from school funds slated for other purposes.

Frazer said school officials have received no absolute assurances from city officials that the Model Cities money would be forthcoming.

Model Cities officials said the hot lunch proposal is now being studied by the Model Cities residents' social planning committee. The Model Cities policy and planning committee, city commissioners and federal officials would have to approve the proposal before any money is allocated.

[From the Kansas City (Kans.) Star, Jan. 18, 1971]

FOUR SCHOOLS INVOLVED—SATELLITE LUNCH PROGRAM BEGINS

Two trucks carrying 1,180 hot lunches for students in the Grant, Douglass, Fairfax and Bryant grade schools in Kansas City, Kansas, left Washington high school this morning to begin delivering food for the lunch periods at 11:30 o'clock at the four other schools.

Mrs. Thomas M. Doyle, supervisor for the central office food service department of the public school system—in charge of preparation for the hot lunch satellite lunch program, said workers began preparations in the Washington high school cafeteria at 7 o'clock this morning. "Pilot" runs were made Friday, under the supervision of Mrs. Bunyan Moseley, food service manager in the Washington high kitchen.

"Today is 'D' day for us and all is bright optimism," Mrs. Doyle said, as work was under way for tomorrow's lunch program.

The first truck was to deliver 200 of the hot lunches by 10:30 o'clock at the Grant school, 1510 North Fourth street, and after a 30-minute period for unloading deliver 280 lunches to the Douglass school at Ninth Street and Washington avenue.

The second truck was to deliver 244 lunches at 10.30 o'clock to the Fairfax school, 3101 North Tenth street and 456 at 11 o'clock to the Bryant school, 2940 North Seventeenth street.

The menu today included "sloppy joe" on a bun. French fried potatoes, coleslaw, apple crisp dessert and milk.

Mrs. Doyle said a simple menu was used today since it was the first for the four schools.

"If we can handle this all right we will begin to branch out a bit," she said.

In addition to the satellite lunch program at the four schools, type A lunches were being served in all schools having food service facilities beginning today, the start of second semester.

The lunches are being served free or at reduced prices to low-income families, complying with new federal guidelines.

[From the Kansas City (Kans.) Star, Feb. 17, 1971]

AID TO NEEDY INDICATOR—CLOSE BOARD WATCH ON LUNCH COSTS

If the Kansas City, Kans., school district is like most others providing free or reduced priced lunches to needy students, it will be losing money.

Since the district has been deeply involved in this National School Lunch Act program only one month, the impact of such a financial loss has not been determined. But indications are expected to show up in the first monthly report to the state.

While not all schools serve lunches, secondary schools which had been serving the a la carte type service were switched to the Type A plate lunch service last month. Four elementary schools also began serving lunches in the second semester, bringing the total number of elementary school lunch programs to 16.

The change was made because only schools serving the plate lunch are eligible to receive reimbursement on free or reduced priced lunches. Also, as of Jan. 1, schools serving the a la carte type lunch could not receive government food commodities.

Dr. O. L. Plucker, superintendent of schools, told the school board's Citizens Advisory Council recently, that under the a la carte type service the lunch program here had been self-supporting. Students paid for what they selected.

Already, however, the district has some idea of the financial impact of providing free or reduced price lunches.

At Northeast Junior High School, where 92 percent of the students had been paying the full meal cost under the a la carte type service, less than 50 percent are now. William Boone, Northeast principal, reported that 55 students had qualified for the reduced price lunch and 445 students had qualified for the free lunches.

The average cost to the student of the a la carte lunch was 63 cents.

However, the loss of the government commodities would have forced that price up if the program had remained self-supportive.

[From the Kansas (Kans.) Star, Feb. 17, 1971]

SCHOOLS LOSE LUNCH FUNDS

(By Betty Butler)

The failure of the Kansas Legislature to set aside $315,000 or 4 percent of the 2.6 million dollars in federal funds for a hot lunch program in area schools could force an increase in prices for the lunches or abandonment of the program.

Dr. O. L. Plucker, superintendent of Kansas City, Kansas, schools, made that forecast today and said the state would lose all federal funds for the program.

The money that will be lost because of a lack of state matching funds amounts to five cents for each Class A type lunch served in any school.

Largest loser in the Kansas City area would be the Shawnee Mission Unified school district which serves 23,000 lunches daily. The loss there would come to $205,500 a year.

Kansas City, Kansas, school officials say this would cost their district about $100,000 annually, based on an average figure of 12,000 lunches served each day. The loss of 5 cents a meal applies across the board—to the free and reduced price lunches as well as to the paid meals.

Dr. Plucker has sought approval by the Board of Education to ask district taxpayers to vote on a budget hike, but he said the hike would cover only maintenance of existing services. The board has not acted on the request.

"There are no local tax funds available now or in the foreseeable future to make up this deficiency," Dr. Plucker said. "This also will seriously affect the possibility of expanding the hot lunch program to any other schools."

Dr. Plucker said he could see only two alternatives unless the Legislature appropriates the necessary money to continue getting the federal funds. These would be a sharp hike in the price charged students for their lunches or a return to the a la carte type services.

If the system goes back to the a la carte program, used in many of its schools until second semester started, it would automatically eliminate the free or reduced-price lunches.

The Turner Unified district, which serves an average of 3,640 lunches a day, would lose about $30,940 in federal reimbursement, starting July 1, 1972.

The Booner Springs Unified district, which serves 1.340 meals per day, would lose $11,400 and the loss in the Piper district, serving 320 meals, would be approximately $2,740.

The federal statue calling for state participation in the funding of lunches also specifies that the state jump its contribution from 4 to 6 percent by 1974, come up with 8 percent in 1976 and then provide 10 percent of the money in 1978.

All schools in the state now are struggling with budgets in view of the statewide freeze on tax hikes and a 5 percent limit on budget increases if increased valuation of property makes this possible.

Miss Ruby Scholz, Topeka, director of the school lunch division of the Kansas Department of Education, advised school officials that there is a remote chance that a portion of the regular state aid to schools might be counted as part of the state's share.

"The only real safeguard for the program would be for Kansas to appropriate the extra $315 000, according to conditions of the act," she said.

[From the Kansas City (Kans.) Star, Mar. 10, 1971]

Lunch Hearing Begins Monday

(By Joe Lastelic)

Washington.—Sen. George McGovern (D-S.D.) chairman of the Senate select committee on nutrition and human needs, today announced the list of witnesses who will testify Monday at a hearing in Kansas City, Kansas, on the school lunch program.

The hearing will be six days after the primary election for school board candidates in which hot lunches was an issue.

The hearing will begin at 9:30 o'clock at the Memorial hall, 600 North Seventh street. Sen. Bob Dole (R-Kas.) a member of the committee, plans to attend.

The occasion also will give McGovern the opportunity to meet many voters. He is the only announced Democratic candidate for the presidency.

About three-fifths of the city's elementary schools have no lunch program because they lack adequate facilities, McGovern noted pointing out many of these schools are in the economically depressed areas of the community. In addition, the committee will look into local and state problems in providing adequate funds for school feeding programs.

The changes in the school lunch legislation last year included a 40 per cent matching requirement, McGovern said, and there is some indication of reluctance on the part of some states to allocate funds for this purpose.

Dr. John Yulich, incumbent school board president, and Dr. O. L. Plucker, superintendent of schools, lead the list of witnesses. Others are L. R. Simpson, director of school administration, and Miss Ruby Scholz, director of the school lunch section, both from the state education department at Topeka; Martin Garber, director of the southwest region, food and nutrition service of the Agriculture department, and Samuel Cornelius, regional director of the office of economic opportunity, Kansas City.

Community representatives who will testify: the Rev. Charles McGlinn, chairman of the hot lunch task force and school board candidate; Gerald Hall, chairman of the board of directors of the Economic Opportunity Foundation; Mrs. Gary Kitterman of the League of Women Voters whose husband is chairman of the Human Relations commission; Benoyd Ellison, director of the Model Cities agency; Mrs. S. Harvey Laner, of the National Council of Jewish Women; Mrs. Jestine Bohannon, president of the Council of Tenants association, and Mrs. Helen Kelsey and Mrs. Maggie Rodriquez, who also is a board candidate.

Others are E. Robert Umphrey, administrative assistant to the superintendent of schools at Baltimore, and Robert Nicholson, school lunch director at Baltimore.

Senator Dole. I thank you.

Senator McGovern. Senator Bellmon, do you have a statement?

STATEMENT OF HON. HENRY BELLMON, A U.S. SENATOR FROM THE STATE OF OKLAHOMA

Senator BELLMON. Thank you, Mr. Chairman.

I would like to say that I am very pleased to have this opportunity to be in Kansas. This is the first field committee hearing I have attended, and I am looking forward eagerly to gaining firsthand information regarding the operation various food distribution systems which the Government, Federal, State, and local, supports and administers.

To me one of this country's greatest paradoxes is the fact that in spite of the capability we have to produce abundant quantities of a variety of nutritious foods, there still remains a large number of families over the country who are suffering from hunger and malnutrition.

President Nixon is dedicated to finding a solution to this problem, the distribution and the use, and has presented the most comprehensive and ambitious plan to put an end to hunger that has ever been put forward by any administration.

A great deal of progress has been made during the last year. According to some testimony presented to this committee earlier this month, a year ago there were 7.7 million people under the USDA family feed programs; there are 2,756 project areas with a family program, and 4,500,000 children receiving free or reduced-price lunches.

A year later, in January of 1971, there were 13,600,000 people being served by these family feeding programs. an increase of about a third. or about 6 million. There were 3,098 areas with such programs, and about 6,400,000 children were being fed through reduced pricing, which is an increase of about 2 million, so it is obvious that some real progress has been made.

According to the Department of Agriculture, at present there are only 10 counties in Kansas that do not have family feeding programs or immediate plans to begin one, and this is something that we would like very much to correct.

Mr. Chairman, I have many other figures I would like to ask be included in the record, as if they had been read, but I don't think I should take the time to do them all.

I would like to conclude that there are many gaps remaining. Although the number of children reached with free or reduced-price lunches is up by one-fourth, the total group of children served is only up 6 percent, and there are still 23,000 schools in this country that don't have programs of any kind.

One aspect of this situation that we who have the responsibility of providing funds for food distribution, and we can't overlook the fact that the rising food costs are felt in the school lunch programs as well as in the family budget. Perhaps today we will find whether or not our administration funds are adequate and we may find that we should take a look at the old estimated 5-cent figure for basing section 4 appropriations.

This Nation has proven it has the capacity to produce food far beyond our needs, and yet we do have hungry people in virtually every community, in spite of the fact that we spend millions each year for Federal programs to feed the needy. There is obviously something wrong with this kind of imbalance. The problem is not with our ability to produce food, because American farmers have demonstrated their ability to produce food in abundance. This has been here since the 1920's and, of course, this still continues. So it isn't that we don't have the food, it is just that we have to figure out the right system of getting the food into the hands and the stomachs of the people that need it.

I would like also to congratulate Chairman McGovern for the leadership he has shown in this field, Senator Dole, and the other members of the committee for their contributions, and I believe these hearings today will contribute even further to our efforts. I feel that what will be said today can be of a great help to the Congress in our efforts to formulate a workable solution to this very real problem.

Mr. Chairman, I will ask that my full statement be made part of the record.

Senator McGovern. Thank you very much, Senator Bellmon.

Your statement will be included in its entirety.

(The statement of Senator Bellmon is as follows:)

Prepared Statement of Senator Henry Bellmon, a U.S. Senator From the State of Oklahoma

Mr. Chairman, members of the committee, throughout our nation's history, American farmers have demonstrated their ability to produce food in abundance. This has especially been true since the mid-1920's, with the increasing use of mechanization and the application of technological developments.

During this era, the tractor took the place of horses and mules, and mechanical harvesters were designed for almost every crop that is raised. A variety of other machines emerged to dig, plant, pick, prune, load and otherwise handle countless farm chores mechanically.

The technological revolution in farming has brought about vast changes and improvements in many of our basic crops.

The results of this progress are quite remarkable.

Through the use of machinery, total man hours required in farming have declined from 23 billion in 1930, to 15 billion in 1950, and down to 7 billion in 1968. Concurrently, output per man hour doubled in the two decades between 1930 and 1950, and almost tripled in the 20 years since 1950

Hybridization, fertilization, herbicides, pesticides and other technologies have had a tremendous beneficial impact on such crops as corn. Where we once planted 33 acres of each 100 and got 1,250 bushels, we now plant the whole 100 and get 9,000 to 10,000 bushels.

The average U.S. per acre yield of wheat has doubled since 1930—from 14 to 28 bushels—without assistance from hybridization. The gain resulted from improved natural varieties, more timely tillage, better equipment, more effective pest control, and heavier soil fertilization.

Cotton lint yields have increased threefold since 1930, and now average 515 pounds an acre.

About 10 years ago, hybrid grain sorghums were developed resulting in a 25 percent increase in yields.

Other crops have had significant yield increases per acre since 1930: rice, 2,100 to 4,500 pounds; peanuts, 700 to 1,750 pounds; soybeans, 13 to 26 bushels; and potatoes, 65 to 215 hundredweight, to name a few.

These spectacular gains have not yet occurred in livestock, except in the feed conversion ratios for broilers and turkeys, and to a lesser extent in swine. By 1950 we were producing broilers commercially with a feed efficiency of about 3 pounds of grain ration per 1 pound of broiler live weight. Now the ratio has been reduced to 1.8 pounds of ration per pound live weight, and it is expected to go still lower.

Using a modern system, one man can now take care of up to 75,000 broilers. One worker in a modern, well equipped feed lot can candle several hundred head of cattle.

If new markets can be developed in Asia and Europe, to meet the increasing appetite for beef, revolutionary changes will be forthcoming in the cattle industry. Initial efforts to determine the feasibility of shipping live feeder calves long distances by air have been highly encouraging. If successful, this operation could open up many new markets overseas for American beef and feed grains.

There is no doubt of the ability of American food producers to meet expanded demand from at home and abroad. Food production capacity has not been fully utilized. New Farm Bills will keep over 50,000,000 acres of land out of production. Much additional land remains to be cleared and brought into production. Also, expansion of irrigation and drainage systems can provide increased quantities of food when the demand develops. A more effective food distribution system will greatly enhance the development of both human and natural resources.

One of this country's great paradoxes is that in spite of the capability we have to produce abundant quantities of a variety of nutritious foods, there remain large numbers of families over the country who are suffering from hunger and malnutrition. President Nixon is dedicated to finding a solution to this problem of food distribution and use, and has presented the most comprehensive, ambitious plan to put an end to hunger that has ever been put forward by any administration.

A great deal of progress has been made during the past year. According to testimony presented to this committee earlier this month, a year ago there were:

7.7 million people under U.S.D.A. family feeding programs.
2,756 project areas with a family program.
4.5 million children receiving free or reduced price lunches.

In January, 1971, there were:

13.6 million people served by family programs,
3,098 areas with such programs, and
6.4 million children receiving free or reduced price lunches.

According to the Department of Agriculture, at present there are only 10 counties and independent cities without a family feeding program, or immediate plans to begin one.

The School Breakfast Program now reaches over 700,000 children, twice that of a year earlier. The Special Food Service Program now provides food to over 130,000 children on a year round basis, double that a year earlier. Last July, an additional 440,000 children were reached in the Special Summer Feeding Program.

However, many gaps remain. Although the number of children reached with free or reduced price lunches is up by one-fourth, the total number of children served is up only 6 percent. There are still about 23,000 schools without programs.

One aspect of this situation that we who have the responsibility of providing funds for food distribution tend to overlook the fact that rising food costs are felt in the school lunch program as well as in the family budget. Perhaps a new look should be taken at the old estimated five-cent figure for basing Section 4 appropriations.

This nation has the capacity to produce food far beyond our needs, yet we have hungry people in virtually every community, although we spend millions each year for federal programs to feed the needy. There is obviously something wrong with that kind of imbalance.

U.S. SENATE,
SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS,
Washington, D.C., March 31, 1971.

DR. O. L. PLUCKER,
Superintendent of Schools,
Library Building, Kansas City, Kans.

DEAR DR. PLUCKER: It has come to my attention that you and members of the Kansas City, Kansas School Board recently accused me of "prejudgment" and criticized my handling of our committee hearing because I "asked you questions, interrupted you and *even* disagreed with you." I cannot take responsibility for the fact that you are unfamiliar with the manner in which a Congressional hearing is held. The entire purpose of our being in Kansas City was to ask questions. I believe it makes sense to ask questions of a witness at the appropriate point in his testimony, particularly when that testimony serves to raise innumerable questions. If I disagreed with you in public, I had every intention of doing so as I am sure this is the only way we will reach the truth and take meaningful steps to resolve them.

The committee invited your counterparts from Baltimore because we felt they would be helpful to your situation. Baltimore, 2 years ago, had problems very similar to those of Kansas City, Kansas. They, too, appeared before our committee where considerable criticism was leveled at the operation of their program.

But they left the hearing with the determination to do better, and, have done so. Baltimore today has an exemplary program. Fortunately, they spent the last 2 years building an adequate program, rather than defending a poor one. I was personally quite upset that you could not manage to stay at the hearing and hear them out. If this action is an indication of your desire to solve the lunch program then I can understand why the problem has continued to this time.

Finally, let me say that I am particularly disturbed that the issue of feeding needy school children a lunch is to be clouded over by accusations such as those you have made. Our committee visited Kansas City because the city is having difficulty in doing the job of feeding hungry children. The fact that Senator Dole's office was deluged with requests for a Congressional hearing there is certainly an indication that some grave problems exist. I think we succeeded in bringing everyone's differences out into the open. Now perhaps we can all begin to live up to our responsibilities as good citizens and take on the task of ensuring adequate food for all of our needy children.

Sincerely,

GEORGE MCGOVERN, *Chairman.*

[From the Kansas City (Kans.) Star, Mar. 21, 1971]

MCGOVERN ACCUSED OF "PREJUDGMENT" HERE

(By Betty Butler)

Sen. George S. McGovern (D–S.D.) showed bad taste and prejudged the issues in a hearing Monday on the school lunch program in Kansas City, Kansas, seven members of that city's board of education said in a statement to the Senate committee of which Senator McGovern is chairman.

The presentation, mailed to the committee, said that at the outset of the hearing the senator said it was to be a fact-finding one.

"In the light of this," the statement said, "we feel that it was in bad taste for Senator McGovern to make statements after the hearing was over that he had come to apply pressure to local and state officials 'to get going.' This indicates prejudgment on his part and certainly is not in line with his responsibilities."

Board members continued by saying they have had pressure applied before and do not intend "to allow Senator McGovern's prejudgment to affect our concern for the educational welfare of all children."

"We will admit, however," they said, "that we have never been pressured by a declared candidate for the presidency of the United States."

The group also charged the senator contradicted his responsibilities in the hearing and was rude to Dr. O. L. Plucker, superintendent of schools.

The statement said the senator interrupted, questioned and even disagreed with Dr. Plucker on many occasions, but that this did not occur with other witnesses.

"This leaves some question in our minds, and we think should leave questions in taxpayers' minds, as to Senator McGovern's attitudes and prejudgment," the members said. They also requested that the minutes of the hearing show that two of the witnesses urging immediate implementation of a hot lunch program for all Kansas City, Kansas, schools currently are candidates for the Board of Education and that another was defeated for the board two years ago.

Four members of the present school board also are candidates at this time, but only one, Dr. John O. Yulich, president, appeared as a witness at the Senate hearing.

The board members reiterated their stand that there is a difference between welfare and education, and added that Senator McGovern should be aware of how the Department of Health, Education and Welfare operates. They said there is no reason why the three departmental functions cannot operate together, but "the priorities have to be there for each department to fulfill its own obligation and not be derelict in doing so or try to pass the buck to some other section or department."

The school board also questioned the need for expenditure of tax funds to bring two officials of the Baltimore school system to Kansas City, Kansas, for the hearing.

"A typed report, which could well have been read, would have saved considerable money even if it had to be mailed from Baltimore at the cost of a 6-cent stamp," they said.

The group said also that many of the facts presented at Monday's hearing were "highly erroneous."

Board members denied they have succumbed to pressure to use limited construction dollars for temporary facilities. "The board will not, repeat, will not expend construction dollars for something that is not going to have future good use for the entire school district," they said.

The supplemental statement concluded by thanking Sen. Bob Dole (R-Kas.) and Sen. Henry Bellmon (R-Okla.), other members of the committee for their patience, efforts and taking time to explore the program.

In addition to Dr. Yulich, board members signing the statement to the Senate committee were Mrs. R. W. Scoville, vice-president; the Rev. H. W. Barnett, David Larson, William M. Modrcin, Howard L. Porter and the Rev. E. A. Wadlowe. Dr. Yulich, Larson, Porter and Mr. Wadlowe all are candidates for re-election April 6.

[From the Kansas City (Kans.) Kansan, Mar. 21, 1971]

SCHOOL LUNCH HEARING AFTERMATH—KCK BOARD BLASTS SENATOR

That a clearer definition of health, education and welfare is needed is suggested by the Kansas City, Kan., school board in a sharply worded additional statement for the record of the school lunch hearing conducted here last week.

The hearing was called by the Senate Select Committee on Nutrition and Human Needs at the request of U.S. Sen. Bob Dole, R-Kan., a committee member.

While the board statement expressed appreciation to Dole and another committee member, U.S. Sen. Henry Bellmon, R-Okla., it lashed out repeatedly at the motives and attitude of committee chairman, U.S. Sen. George McGovern, D-S.D.

Statements made here by McGovern, the board said, indicated prejudgment on his part and were not in line with his responsibilities.

The board also requested that comments concerning the "rudeness" of McGovern in taking testimony from Dr. O. L. Plucker, superintendent of schools, be noted. McGovern interrupted, questioned and even disagreed with Plucker's comments on numerous occasions, the statement said. There were no interruptions during testimony by other persons, it continued.

Concerning testimony at the hearing, the board suggested that the definition of a welfare function as "pertaining to the comfort of the child" is broad and could apply to heating a schoolhouse.

"It is well known that the nutrition of a child has much to do with his learning ability," the board statement said. "But it also has been proven in recent studies that the diet of a pregnant mother has much to do with a child's mental capabilities after birth.

"One could say that pregnant mothers should then come to the schoolhouse for a hot lunch and be on just as sound ground as what was presented during the testimony of the hearing."

After reviewing testimony the board charged that much of the testimony presented as fact was "erroneous." Statistics presented should be weighed as to whether they are true, the board said.

Turning to the function of the U.S. Department of Health, Education and Welfare, the statement suggested that "one should not have to explain to a U.S. Senator in a position such as McGovern" how HEW operates.

It is a 3-pronged approach to the total needs of an individual—the Health Dept. looks after the health of children, the Welfare Dept. has a prime goal of clothing, feeding and housing children and the Education Dept. is concerned with education of children.

Each department, the statement said, must have priorities to fulfill its own obligation and not try to "pass the buck."

"The board feels, as do the taxpayers of our district, that there is a difference between welfare and education," the statement contended.

"The school district has been put under restrictive budget limitations," the statement said, by a state legislature "completely unresponsive to the educational needs of all children."

Concerning the availability of state funds for free or reduced priced lunches, the board noted that if Wichita, Topeka and Kansas City, Kan., where the concentration of welfare recipients are located, were to offer the maximum number of free and reduced priced lunches, the available funds would be depleted within a matter of a very few months.

The statement added that the board hopes that some increased benefit both at the state and federal level will result from the hearing so that no children in this school district will be hungry.

ADDITIONAL STATEMENT BY THE BOARD OF EDUCATION, UNIFIED SCHOOL DISTRICT No. 500

This report is being made by the Board of Education of Kansas City, Kansas, Unified School District No. 500, Wyandotte County, State of Kansas, as an additional report from the Board to the hearing held by the committee. It is hoped by the Board that, as was stated during the hearing, additional statements may be added to the hearing record.

The Board would like to state that it was very discouraged by Senator McGovern's remarks. At the outset of the hearing, the Chairman stated that the hearing was a fact-finding one to see what should be done at all levels in order to achieve better nutrition for children. In light of this, we feel that it was in bad taste for Senator McGovern to make statements after the hearing was over that he had come to apply pressure to local and state officials to "get going." This indicates prejudgment on his part and certainly is not in line with his responsibilities.

This Board has had pressure applied to it before. We have never wavered under pressure simply because of pressure. We will not allow Senator McGovern's prejudgement to affect our concern for the educational welfare of all children in our school district—that is what we are elected for. We will admit, however, that we have never been pressured by a declared candidate for the Presidency of the United States. For that we feel honored.

We would also like to add to the hearing record a comment regarding the rudeness displayed by the Committee Chairman in taking the testimony of Dr. Plucker. In our experience, we are not aware of any time when any member of a Senate fact-finding hearing committee has been so rude as to interrupt the person giving testimony, and yet Senator McGovern interrupted, questioned, and even disagreed with Dr. Plucker's comments on numerous occasions as the record bears out. During the presentations by others there were no interruptions, only questions after they had completed their testimony. This leaves some question in our mind, and we think should leave question in taxpayers' minds as to Senator McGovern's attitudes, and as stated previously, prejudgment.

We would also like to take issue with the comment that the first group appearing were community representatives. We would like to suggest that this is not a very good use of terminology. The Board of Education itself is composed of "community representatives." Their only difference is that they are elected by the people to serve for the people.

We would like to question one other area in the hearing and that is the need for taxpayers' dollars to be spent for Baltimore officials to come and tell us how they accomplished something. If it was deemed really worthwhile that an example should be put into the hearing minutes, we would not disagree with this. However, a typed report which could well have been read would have saved considerable money even if it had to be mailed from Baltimore at the cost of a 6¢ stamp.

We feel that the minutes of the hearing should also reflect the fact that two people making reports were candidates in an upcoming election for the Board of Education. We think their comments should be weighed with that in mind. In addition, we feel that the record should reflect that one other member of the so-called "community representatives" making a report was a soundly defeated Board of Education candidate 2 years ago.

Running throughout the hearing seemed to be a bit of controversy as to a definition of welfare. The Board does not attempt to define welfare; however, there are some comments that could be made about this. One testimony says that welfare pertains to the comfort of the child, and if this is true, that heating a school house is a welfare function. This is a rather farfetched example to use. An answer to this could well be that while it is well known that the nutrition of a child has much to do with his learning ability, it has also been proven in recent studies that the diet of a pregnant mother has much to do with a child's mental capabilities after birth. One could say that pregnant mothers should then come to the schoolhouse for a hot lunch and be on just as sound ground as what was presented during the testimony of the hearing.

This Board feels, as do the taxpayers of our district, that there is a difference between welfare and education. It might be well for the Senate investigating team to look into some of the background information on the increasing welfare costs in Kansas and especially in Wyandotte County. Our school district has been put under restrictive budget limitations by a state legislature completely unresponsive to the educational needs of all children. They have passed legislation to the effect that free textbooks must be supplied by the school district. Welfare recipients have had free textbooks under Kansas laws. However, these were paid for through welfare funds. These funds presently are not available because the welfare department in Wyandotte County, and apparently in some other areas across the state, have now depleted their funds and far exceeded their budgets. One could make some recommendations about the operation of the welfare department itself. However, this hearing was not held for that purpose.

One should not have to explain to a United States Senator in a position such as Senator McGovern how the Department of H.E.W., whose initials stand for Health, Education and Welfare, actually operates. It is a three-pronged approach to the total needs of an individual, be they child or adult.

The Health Department looks after the health affairs of our children; the Welfare Department has as its prime goal, clothing, feeding and housing children. The Education Department has as its prime goal the education of children. There is no reason to think that these cannot function together, but the priorities have to be there for each department to fulfill its own obligation and not be derelict in doing so or try to "pass the buck" to some other section or department. We have good reason to feel that the majority of voters in our school district at least do separate these functions and do not consider the school a welfare agency.

We also feel that we should make some comment upon the highly inaccurate facts that were presented at the hearing, now that we have had a chance to look them over and see just how erroneous they are. It is very easy to speak in terms of malnourished and undernourished. It is also very easy to give statistics; however, one really should substantiate his statistics, report what he bases his statistics on, and they should be evaluated as to whether they have any true value or not. We would submit that many of the statistics given as testimony in this hearing were, in fact, erroneous, not based upon fact.

Most of the testimony had to do with the availability of funds at the state level. As far as matching funds are concerned, the school board has never questioned the matching funds for equipment. One problem is the use of limited construction dollars. The Board *will not*, repeat, *will not* expend construction dollars for something that is not going to have future good use for the entire school district.

It should be noted also that if the cities of Wichita, Topeka, and Kansas City, Kansas, where the concentration of welfare recipients are located, where to offer the maximum number of free and reduced price lunches, the funds available would be depleted within a matter of a very few months. They would most certainly not last one full school year.

This report is respectfully submitted by the seven members of the Board of Education who are the elected representatives of the voters and the taxpayers in our school district. We would like to thank Senators Bellmon and Dole for their patience, for their efforts, and for taking time to explore the program. We hope that out of the hearing will come some increased benefit both at the state and federal level so that there will be no need to have hungry children in our school district or other school districts.

We would like to end this report with the comment that nowhere in H.E.W., is there any substitute for the love for a child, love from a family, from a home. While this cannot be legislated, it is hoped that this also would be something the committee would concern itself with as it endeavors to care for the total needs of an individual.

Respectfully submitted,

John O. Yulich, M.D., *President.*
Mrs. R. W. Scoville, *Vice President.*
Rev. H. W. Barnett, *Member.*
David Larson, *Member.*
William M. Modrcin, *Member.*
Howard L. Porter, *Member.*
Rev. E. A. Wadlowe, *Member.*

[From the Kansas City (Kans.) Kansan, Mar. 23, 1971]

SENATOR DEFENDED ON MEALS

The Kansas City, Kans., school board's angry blast at Sen. George S. McGovern (D-S.D.) that he prejudged unfavorably the recent Senate school lunch hearing there was tagged yesterday as "defensive narrowmindness" by the Hot Lunch task force.

"The only prejudgment that the Senate showed in his treatment of the hearing deliberation was his bias that children should not be handicapped in the classroom by hunger," the task force announced after a meeting yesterday.

"The hearing was intended to be fact finding and indeed the most pertinent fact uncovered was the obvious defensiveness of the school board and the superintendent and their intransigent insensitivity to the educational needs of poverty children," they continued.

The remarks of the task force, proponent of school lunches for all city children and instrumental in obtaining the Senate committee hearing, was in reaction to a letter the school board mailed to the committee.

In the letter the school board chastised McGovern for his handling of the hearing by the select committee of nutrition and human needs and referred to him as a declared candidate for the presidency of the United States.

The letter was sent as a supplement to the March 15 hearing. The Rev. Charles McGlinn, task force chairman, said yesterday the task force's statement also will be sent to the committee as a supplement to be included in the public record.

[From the Kansas City (Kans.) Kansan, Mar. 24, 1971]

LUNCH ISSUE JIBE—COMMENT AIMED AT B OF E

The School Lunch Task Force has charged the Kansas City, Kans., school board and superintendent with "obvious defensiveness" and "intransigent insensitivity" to the educational needs of poverty children.

The charges came in additional written testimony submitted for the record of the school lunch hearing conducted here March 15 by the Senate Select Committee on Nutrition and Human Needs. The additional statement was made in direct response to charges contained in a another statement submitted last week by the school board members.

In response to the school board's claim that committee chairman Sen. George McGovern, D-S. Dak., exhibited prejudgment of the situation here, the task force said the only prejudgment was the senator's "bias that children should not be handicapped in the classroom by hunger."

"We should have been appalled if the chairman of this extremely important Senate committee showed no concern for hungry children," statement continued.

The most pertinent fact uncovered in the hearing, the task force statement said, was revealing the school board's attitude of "defensive, narrowmindedness." This, the task force charged, is the real reason Kansas City, Kan., does not have lunches in all its schools.

This attitude was further exhibited by the superintendent and the board, the statement said, when they refused to remain at the hearing and listen to testimony by officials of the Baltimore School System which had similar financial and facility problems before finding a solution.

The school board statement had pointed out the 3-pronged function of the U.S. Department of Health, Education and Welfare. The task force statement said that while hunger is indeed a health and welfare problem it also is an educational one.

"Unless educators are willing to take an objective look at all educational needs of our children they will not be fulfilling the responsibilities entrusted to them," the task force statement said.

The statement was signed by Rev. Charles D. McGlinn, chairman of the task force and a candidate for the school board in the April 6 general election.

[From the Kansas City (Kans.) Star, Apr. 5, 1971]

HOT LUNCH CONTROVERSY—McGOVERN ISSUES SHARP REPLY TO SCHOOL BOARD

(By Howard Pankratz)

In a blistering reply to accusations that they were prejudging the efforts of the Kansas City, Kansas, school board in implementing a hot lunch program, Sen. George McGovern has questioned the sincerity and willingness of the school board to comply with federal law.

McGovern, chairman of the Senate's select committee on nutrition and human needs, was in Kansas City, Kansas in March investigating allegations that the school board had failed to comply with the National School lunch act.

The act requires that meals meeting nutritional requirements be provided without cost, or at reduced cost, to children determined by the local schools and service institutions to be unable to pay the full cost of meals.

Seven members of the school board and Dr. O. L. Plucker, superintendent of schools, contend that despite the lunch act, providing meals is a matter of welfare rather than education, and have refused to comply with the act.

In the letter, McGovern said it was the duty of a Senate committee to question and critically examine programs where compliance with the law had been doubted.

The letter also was signed by Gerald S. J. Cassidy, general counsel for the select committee.

"The entire purpose of our being in Kansas City," the South Dakota Democrat said, "was to ask questions. I believe it makes sense to ask questions of a witness at the appropriate point in his testimony, particularly when that testimony serves to raise innumerable questions.

"If I disagreed with you in public, I had every intention of doing so as I am sure this is the only way we will reach the truth and take meaningful steps to resolve them," he added.

The school board charged that McGovern was rude to Plucker during the hearing and interrupted, questioned and even disagreed with Plucker on many occasions, but that this did not occur with other witnesses.

Cassidy, in a letter to The Star, said that what the Senate committee regretted the most was the reaction of Kansas City, Kansas officials to the Baltimore authorities brought here for the hearing.

Baltimore experienced similar difficulties with their lunch program two years ago. The Kansas City board refused to even discuss the matter with the East Coast officials, Cassidy commented.

In noting Baltimore's problems and that they, too, had appeared before the Senate committee, McGovern said that at that time considerable criticism had been leveled at their program. But, added the Senator they left the hearing with the determination to do better, and, have done so. Baltimore today, he said, has an exemplary program.

"Fortunately," he added, "they (Baltimore) spent the last two years building an adequate program, rather than defending a poor one."

"I was personally quite upset that you could not manage to stay at the hearing and hear them out. If this action is an indication of your desire to solve the lunch program, then I can understand why the problem has continued to this time."

In their letter to the nutrition and human needs committee, the seven Kansas City, Kansas, board members said that they thought it was in bad taste for McGovern to say that he had come to pressure local and state officials into action.

The board members added that they had been pressured before and that they would not bend to it.

"We will admit, however, that we have never been pressured by a declared candidate for the presidency of the United States," the Kansas City, Kansas, board declared.

BOARD SURPRISED

A spokesman for the Kansas City, Kansas, board of education today said that Senator McGovern's statement was surprising, since the board's statement was intended as an addition to the hearing record.

Dr. John Wherry, director of information for the school board, said that board members have made their position clear, that local tax dollars collected for education will not be used for free lunches.

"All available funds from federal and state sources will be used to help expand food service programs," Wherry said, "but the board will not be pressured into an irresponsible crash program."

MARCH 22, 1971.

Senator GEORGE MCGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs,
U.S. Senate,
Washington, D.C.

GENTLEMEN: The School Lunch Task Force wishes to contradict the statement of the Kansas City, Kansas Board of Education submitted after March 15, 1971, yet included in the public record of the hearing. This statement, given wide publicity in the local press, alleges that during the public hearing, Senator McGovern exhibited "pre-judgement" that was not in line with his responsibilities as chairman of the Senate Select Committee on Nutrition and Human Need.

The only "prejudgement" the Senator showed in his treatment of the hearing deliberations, was his "bias" that children should not be handicapped in the classroom by hunger. We would have been appalled if the Chairman of this extremely important Senate Committee showed no concern for hungry children.

The hearing was intended to be factfinding. And, indeed, the most pertinent fact uncovered was the obvious defensiveness of the School Board and the Superintendent, and their intransigent insensitivity to the educational needs of poverty children. Their statement that the argument for school lunches would be as valid as an argument for feeding pregnant women in school-houses, amply demonstrates the caliber of the Kansas City, Kansas School Board, and the attitude of defensive, narrow-mindedness which is the real reason why we do not have lunches in our schools. This attitude was so obviously exhibited by the Superintendent and his Board when they refused to remain at the hearing and listen to the gentlemen from the Baltimore School System which had similar financial and facility problems that were able to be solved. Certainly, the problem of feeding hungry children at school cannot be solved when the Superintendent and his Board are not interested.

Certainly, there is a difference in the priorities of the different departments of Health, Education and Welfare. But our school administrators would have us believe from their statement, that the departments are not related. It is precisely the close relationship between these areas of concern that forms the basis of the drive for school lunches. Hunger is indeed a health problem, and a welfare problem. But just as surely, it is an educational problem, and unless educators are willing to take an objective look at all the educational needs of our children, they will not be fulfilling the responsibilities entrusted to them.

The School Lunch Task Force submits this testimony to the Senate Committee, and respectfully requests that it become part of the record of the hearing held on March 15, 1971 in Kansas City, Kansas.

Sincerely,

REV. CHARLES D. MCGLINN,
Chairman, School Lunch Task Force.

Senator MCGOVERN. Our plan this forenoon is to listen to testimony from four groups of witnesses, and I would like to have these various groups come together as a panel, so as I read the names of the first group, which is the group of community representatives, would these people come and assume chairs here at the witness table.

Rev. Charles McGlinn, who is the chairman of the hot lunch task force; Mr. Gerald Hall, chairman, board of directors, Economic Opportunity Foundation; Mrs. Helen Kelsey; Mrs. Maggie Rodriquez; Mrs. Gary Kitterman, from the League of Women Voters; Mr. Benoyd Ellison, director of the Model Cities Agency; Mrs. Harvy Laner, acting State legislative chairman, National Council of Jewish Women; Mrs. Jestine Bohannon, president of the Council of Tenants Association.

We will hear these witnesses in that order.

It might be well, in the interest of time, to take most of this testimony, and then we will go back and open the questioning after the witnesses have had a chance to make their statements.

We will begin with Mr. McGlinn, and then, because of Mr. Ellison's tight schedule, we will put him on second, right after Reverend McGlinn has spoken.

STATEMENT OF REV. CHARLES McGLINN, CHAIRMAN OF HOT LUNCH TASK FORCE

Reverend McGLINN. The school lunch task force wishes to present to this committee and to the public a picture of the 48 public, elementary schools in Unified School District No. 500. Our figures are taken from data researched by the Economic Opportunity Foundation.

Of these schools, only 16 have lunch programs. There are 8,411 children attending these schools, represented on the map by a blue circle; 11 of these schools were part of the Washington school district, which was annexed to district No. 500 in 1967, and had lunch programs in operation prior to annexation.

The map also shows the locations of the schools in the district without lunch programs. All of these, indicated by a black square, are located in the older, eastern half of the city, where large groups of lower income and minority people predominate. The northeast area is largely Negro in population, while the central and southern areas are largely lower income white and Mexican American in population. In the western, more affluent part of the district, all schools have school lunch programs.

Even though Federal funds have been available to help finance lunch programs since 1946, district No. 500 has initiated its own programs in only five elementary schools, four of which were started as late as January 18 of this year. Currently there are still 32 schools in the district without lunch programs, representing 11,661 children of elementary school age.

Some additional statistics are plotted on the graph.

Of those children who attend schools that have lunch programs, 95 percent are from families of middle and upper income, while 5 percent are from families of lower income. Of all the children attending elementary schools in the district, 84 percent come from middle- to upper-income families, while 16 percent come from lower income families. Fifty-eight percent of all the children in the district attend schools without any lunch program, while only 42 percent of the children have lunch programs in their schools. Of the 16,856 children from middle- to upper-income families, 56 percent go to schools without lunch programs in operation and 44 percent go to schools with programs. Of the 3,216 children in the district from low-income families, 69 percent attend schools without any lunch program, while only 31 percent, are enrolled where lunch programs are in operation.

We submit that if the National School Lunch Act was intended to especially help children from poverty backgrounds, then in Kansas City, Kans., the National School Lunch Act is a failure. The children who need help the most are simply not being helped. The school lunch program operated by Federal funds is largely a white, middle-class subsidy, not meeting the needs of the poor.

It is apparent that the Kansas State Legislature is partly to blame for the failure because to date no funding has been budgeted by that body to help finance the program.

It is equally apparent that the school district itself is responsible by its failure to make the feeding of hungry children a priority in its annual budget of $21 million.

The school board has made plans to initiate child feeding programs in all the schools of the district. However, these plans are contingent on the demolition of existing schools in operation now and the construction of new schools. Our estimates of when these plans can be completed look possibly to 7 to 10 years in the future. Meanwhile, the generation of children will continue to go to school handicapped by hunger. There simply must be some intermediate plan that is feasible for feeding our chidlren until the new schools, with their cafeteria facilities, can be completed.

However, the school board has repeatedly stated that it does not wish to use tax money collected for education to finance school lunches. The latest public statement to this effect was printed in the Kansas City, Kans., newspaper the March 14, 1971, edition. The philosophy of the school board seems to be that the feeding of hungry children is a welfare problem, not a school problem. The board is extremely reluctant to finance any program that it considers to be the responsibility of the Wyandotte County Social Welfare Board.

We feel, however, that for many of our children hunger is a very real part of the learning environment, and constitutes a severe handicap in the acquisition of the knowledge and skills that our children will need to take their places as productive members of society.

To cite one example, the school of Our Lady and St. Rose, with which I am most familiar, is currently in the second year of its hot lunch program. This elementary school, located in the heart of northeast Kansas City, Kans., serves 168 students, 30 percent of whom are from low-income families, receiving some form of public assistance. The effects of starting a noon lunch program in this school were immediate. Teachers recognized a noticeable change in student behavior in regard to interest and study habits. Many children were able to respond in class and experience academic success for the first time. After the first year of the program, school officials could see achievement testing scores showing significant improvement throughout the entire school. The experience at the school of Our Lady and St. Rose points definitely to the fact that hunger has effects that are directly educational. Hunger has many ugly faces; it does not seem to be merely a welfare problem. Consequently, money spent on lunch programs for many of our children is truly spent in an educational way. Every child should have an equal opportunity for education, and the hungry child is limited in his opportunity from the start.

School district No. 500 has shown that it is not convinced of the educational value of school lunch programs. Indeed, the district appears to be a virtual island of intransigent narrow-mindedness. All of the school districts surrounding us have lunch programs serving all of their children and have had them for years.

To the west, Washington school district had lunches in all of its schools before it was annexed; to the northwest, Piper school district completed service to all of its schools 10 years ago; to the north Parkville has had lunches for at least 10 years; to the northeast North

Kansas City, Mo., had district-wide participation in 1952; to the east Kansas City, Mo., has had lunch service since 1953; to the south Shawnee Mission has had some form of service as far back as 1929; and to the southwest Turner district completed serving all of its schools in 1955.

More than money and facilities is involved, gentlemen; attitudes and values are very much a part of the picture.

In summation, we assert that in district No. 500 the needs of our children are not being met, the intent of the National School Lunch Act is largely frustrated, the State legislature has not fulfilled its responsibilities, and the local school board has shown itself unresponsive to the educational needs of our children.

We wish to thank this committee for coming to Kansas City to hear our case. It is really the case of our children because, finally, they are the ones who suffer. A hungry child cannot learn.

Senator McGOVERN. Thank you, Reverend McGlinn, for that excellent statement. I know members of the committee will want to come back to it as we hear the other witnesses.

(The prepared statement is as follows:)

PREPARED STATEMENT OF REV. CHARLES D. MCGLINN, CHAIRMAN, SCHOOL LUNCH TASK FORCE

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Even though Federal funds have been available to help finance lunch programs since 1946, District No. 500 has initiated its own programs in only five elementary schools, four of which were started as late as January 18 of this year. Currently, there are still 32 schools in the district without lunch programs, representing 11,661 children of elementary school age.

Some additional statistics are plotted on the graph. Of those children who attend schools that have lunch programs, 95% are from families of middle and upper income, while 5% are from families of lower income. Of all the children attending elementary schools in the district, 84% come from middle to upper income families, while 16% come from low income families. 58% of all the children in the district attend school without any lunch program, while only 42% of the children have lunch programs in their schools. Of the 16,856 children from middle to upper income families, 56% go to schools without lunch programs in operation, and 44% go to schools with programs. And of the 3,216 children in the district from low-income families, 69% attend schools without any lunch program, while only 31% are enrolled where lunch programs are in operation.

We submit, that if the National School Lunch Act was intended to especially help children from poverty backgrounds, then in Kansas City, Kansas, the National School Lunch Act is a failure. The children who need help the most are simply not being helped. The school lunch program operated by federal funds, is largely a white, middle class subsidy, not meeting the needs of the poor.

It is apparent that the Kansas State Legislature is partly to blame for this failure, because to date no funding has been budgeted by that body to help finance the program.

It is equally apparent that the school district itself is responsible by its failure to make the feeding of hungry children a priority in its annual budget of $21 million.

The school board has made plans to initiate child-feeding programs in all the schools of the district. However, these plans are contingent on the demolition of existing schools in operation now, and the construction of new schools. Our estimates of when these plans can be completed look possibly to 7 to 10 years in the future. Meanwhile, this generation of children will continue to go to school handicapped by hunger. There simply must be some intermediate plan that is feasible for feeding our children until the new schools, with their cafeteria facilities, can be completed.

However, the school board has repeatedly stated that it does not wish to use tax money collected for education to finance school lunches.

The latest public statement to this effect was printed in "The Kansas City Kansan" newspaper, March 10, 1971, edition. The philosophy of the school board seems to be that the feeding of hungry children is a welfare problem, not a school problem. And the board is extremely reluctant to finance any program that it considers to be the responsibility of the Wyandotte County Social Welfare Board.

We feel, however, that for many of our children, hunger is a very real part of the learning environment, and constitutes a severe handicap in the acquistion of the knowledge and skills that our children will need to take their places as productive members of society. To cite one example, the School of Our Lady and St. Rose, with which I am most familiar, is currently in the second year of its hot lunch program. This elementary school, located in the heart of North East Kansas City, Kansas, serves 168 students, 30% of whom are from low-income families, receiving some form of public assistance. The effects of starting a noon lunch program in this school were immediate. Teachers recognized a noticeable change in student behavior in regard to interest and study habits. Many children were able to respond in class and experience academic success for the first time. After the first year of the program, school officials could see achievement testing scores showing significant improvement throughout the entire school.

The experience at the School of Our Lady & St. Rose points definitely to the fact that hunger has effects that are directly educational. Hunger has many ugly faces; it does not seem to be merely a welfare problem. Consequently, money spent on lunch programs, for many of our children, is truly spent in a way that advances education. Every child should have an equal opportunity for education, and the hungry child is limited in his opportunity from the start.

School District No. 500 has shown that it is not convinced of the educational value of school lunch programs. Indeed, the district appears to be a virtual island of intransigent narrowmindedness. All of the school districts surrounding us have lunch programs serving all of their children, and have had them for years. To the West, Washington school district had lunches in all of its schools before it was annexed; to the North West, Piper School District completed service to all of its schools 10 years ago; to the North, Parkville has had lunches for at least 10 years; to the North East, North Kansas City, Missouri, had district wide participation in 1952; to the East, Kansas City, Missouri has had lunch service since 1953; to the South, Shawnee Mission has had some form of service as far back as 1929; and to the South West, Turner District completed serving all its schools in 1955.

More than money and facilities is involved, gentlemen. Attitudes and values are very much a part of the picture.

In summation, we assert that in District No. 500, the needs of our children are not being met, the intent of the National School Lunch Act is largely frustrated, the state legislature has not fulfilled its responsiblities, and the local school board has shown itself unresponsive to the educational needs of our children.

We wish to thank this committee for coming to Kansas City to hear our case. It is really the case of our children, because, finally, they are the ones who suffer. A hungry child cannot learn.

Senator McGOVERN. Because of Mr. Ellison's tight schedule, we will call on him next.

Mr. Ellison is the director of the Model Cities Agency.

STATEMENT OF BENOYD ELLISON, DIRECTOR, MODEL CITIES AGENCY

Mr. ELLISON. Thank you.

I think I should preface this statement by saying that the model cities department has participated in the various planning activities with School Board No. 500, State of Kansas, as a cooperating agency. Model cities money is used as local matching money for Federal programs.

During the first planning year of the model cities program for the city of Kansas City, Kans., the citizens did not identify hot lunches as being a major issue as concerns education for their children. The process itself involves agencies, along with citizens, in identifying problems and then drafting programs and projects that will help solve those problems.

After the first year model cities plan for the city of Kansas City, Kans., was submitted around March 1, 1970, and a meeting was held with Department of Agriculture representatives, State representatives, school board representatives, and model cities staff members concerning the hot lunch issue. This meeting was held in the Kansas City, Kans., school board administration auditorium after the submission of the first-year plan.

I might stop here and say that the model cities program of Kansas City, Kans., is funded from July 1 of one year to June 30 of the next year. After this plan has been submitted, there are no funds available for additional programs.

In the late fall of 1970, the Hot Lunch Task Force met with the mayor of Kansas City, Kans., and myself to discuss the possibilities of matching monies for Department of Agriculture funds for a hot lunch program in the model neighborhood.

I might stop here, because the model neighborhood funds are merely used to supplement funds of existing agencies interested in the same type of programs, so the total school district No. 500 could perhaps benefit from a combination of matching monies from various agencies.

At that time, this group was advised that the model cities department had approximately $15,000 of unobligated model cities funds that could be used as a part of the required matching moneys for the school board, to match Department of Agriculture monies.

Staff people from the model cities department proceeded to make a draft of the proposal, obligating $15,000 of model cities money for the board of education for submission to model cities planning groups.

As of this date, March 15, 1971, the model cities planning group has not recommended approval of such proposals.

The Model Cities Department of Kansas City, Kans., stands in readiness to cooperate to the maximum extent feasible with both the board of education and any concerned citizen of the model neighborhood as it pertains to a hot lunch program for school district No. 500.

Thank you.

Senator McGOVERN. Thank you very much, Mr. Ellison.

(The statement of Benoyd Ellison follows:)

PREPARED STATEMENT OF BENOYD ELLISON

This statement should be prefaced with a statement that the Model Cities Department has participated in the various planning activities with School Board No. 500, State of Kansas as a cooperating agency.

During the First Planning Year of the Model Cities Program for the City of Kansas City, Kansas, the citizens did not identify hot lunches as being a major issue as concerns education for their children.

After the First Year Model Cities Plan for the City of Kansas City, Kansas was submitted, around March 1, 1970, a meeting was held with Department of Agriculture representatives, State representatives, School Board representatives, and Model Cities staff members concerning the Hot Lunch issue. This meeting was held in the Kansas City, Kansas School Board Administration Auditorium. After the submission of the First Year Plan; there was no additional money available through the Model Cities Program for a Hot Lunch Program.

In the late fall of 1970, the Hot Lunch Task Force met with the Mayor of Kansas City, Kansas and myself to discuss the possibilities of matching monies for Department of Agriculture funds for a Hot Lunch Program in the Model Neighborhood. At that time, this group was advised that the Model Cities Department had approximately $15,000.00 of unobligated Model Cities funds that could be used as a part of the required matching monies for School Board District No. 500 to match Department of Agriculture's monies.

Staff people at the Model Cities Department proceeded to make a draft of a proposal, obligating $15,000.00 of Model Cities money for the Board of Education for submission to the Model Cities Planning Group.

As of this date, March 15, 1971, the Model Cities Planning Group has not recommended approval of this proposal.

The Model Cities Department of Kansas City, Kansas stands in readiness to cooperate to the maximum extent feasible with both the Board of Education and any concerned citizen of the Model Neighborhood as it pertains to a Hot Lunch Program for School District No. 500.

Senator McGOVERN. We will now call on Mr. Gerald Hall, chairman of the board of directors of the Economic Opportunity Foundation.

Mr. ZUMWALT. Members of the committee, my name is John Zumwalt. I am testifying in place of Gerald Hall and at his request.

Senator McGOVERN. What is your full name?

Mr. ZUMWALT. John Zumwalt.

STATEMENT OF JOHN ZUMWALT, APPEARING ON BEHALF OF GERALD HALL, CHAIRMAN BOARD OF DIRECTORS, ECONOMIC OPPORTUNITY FOUNDATION

Mr. ZUMWALT. The Economic Opportunity Foundation is obligated, by its very reason for being, to see that the poor receive fair and just treatment from all institutions and agencies, no matter how established and how secure those institutions and agencies are or seem to be.

There are many theories about how the cycle of poverty is best broken, but we know the most plausible place to break it is with the child. If we did not believe this, we would not have any business spending almost $1 million yearly on early childhood development programs. We know, with absolutely no doubt, that if we did not provide nutrition for the children in these Headstart and Day Care programs, all other activities would be wasted on them. Whether we like it or not, we are obligated to the total child if we expect him to seek his way out of the poverty cycle. For the poor children we serve, the total child includes serious nutritional needs.

You would certainly judge us harshly if we supplied the best teachers, books, equipment, and classroom activities to a room full of hungry, malnourished chrildren, because a child concentrates only on those concerns closest to him, and you can't get closer than hunger.

There are a host of environmental factors that keep the poverty-related child from learning as well as he could; we do not pretend that lack of school lunches is the only one. There is, however, ample evidence that poor nutrition, in and of itself, has long-reaching, serious effects on children. Brain development is actually impaired and susceptibility to diseases that can keep a child out of school is increased. Obviously, physical growth is diminished.

It is, therefore, not only the discomfort of hunger, distracting him from studies, that reduces the malnourished child's ability to learn. There are other serious effects on his mind and body of which he is not even aware. We consider ourselves obligated by our own awareness of these factors.

We are, therefore, appalled to see 2,100 children from low-income families daily deprived of lunch at school when we know that a school system need only go after the money in order to get it. The State department of education has verified that there are funds sitting idle because school districts are unable to cope with such problems as the 25 percent matching money or lack of cooking facilities. These are technicalities.

It is our contention that whatever has to be done in resettling priorities so that lunches, hot or cold, can be available free or for reduced prices immediately in the remaining schools where low-income children are enrolled must be done. Once a commitment is made, a method can be found. We know it is not a simple problem, but we are equally sure that it is not an impossible one. We stand ready to bend every effort to help.

One way to help is to define the situation clearly. In the Riverview Elementary School nearly 43 percent of the children are from low-income families, and no free or reduced price lunches are served. There are other schools with poverty enrollments almost as high. Attucks has 39 percent poor, with no lunch; Stanley is 30.6 percent poor, no lunch; Dunbar is 37.5 percent poor, no lunch. It is intolerable that schools where between one-third and one-half of all enrollees are from low-income homes have no free or reduced price lunches available. Can you imagine trying to teach, really teach, a group of children when 40 some percent of those children are undernourished every day?

A free or reduced price hot lunch for every low-income child is our ultimate goal. If that cannot be accomplished immediately, we will accept intermediate goals such as cold lunches or catered lunches. The point is that, regardless of the recent addition of four schools in the poverty neighborhoods to the lunch program, far too many children still have nothing.

Our position is clear. As advocates of the poor, we are committed to seeing that every educational advantage is provided to the generation which could well be the turning point in the history of poverty in this country. We are asking the committee to join us in that commitment.

Gentlemen, we have for you statements from each of the target areas in Kansas City, Kans., and Wyandotte County. This thoroughly explains the statistics and breakdown of the target areas.

I also have for you, if you have time to look at them, many pictures of where children eat lunch in Kansas City, Kans. Please look at them very carefully.

If we can make suggestions to you, please help us, help us immediately, help us now to cut through the miraculous amount of red tape it takes to get hot lunches for hungry children. Please reevaluate the matching amount. We would like to have no matching amount from the local area or State, in any case, much lower than what it is. If you can do anything, go to work on a 1-year emergency grant to cities such as Kansas City, Kans., that will in some way help meet this problem.

Thank you, gentlemen.

Senator McGOVERN. Thank you very much, Mr. Zumwalt, for that very moving statement.

If there is no objection from other members of the committee, I would like to ask that these photos and the supporting evidence be made a part of the committee record.

(The photos and statements above referred to are as follows:)

Some children just do without.

STATEMENT OF BETHEL-RIVERVIEW ACTION GROUP, KANSAS CITY, KANS.

There are *no* elementary schools—not even one—within the Bethel-Riverview target area that serve lunches to the children. Children are expected to go to their homes for lunch—at least to leave the schools.

Contrary to statements made, all children do not live within walking distance. Perhaps we should define walking distance. Nine blocks to school and nine blocks back home in more than one instance, gets the child to and from school. But he is also expected to walk that nine blocks home and back again at noon, plus eating, within a 45 minute period. This is no isolated example. Snow, rain or sleet makes no difference. Lunch is still not available at school. Even the taking of a sack lunch from home is discouraged as there has been no provision made for his supervision.

Yet schools in the affluent sections of the city make this provision. Lunches can be taken from home or bought—provisions have been made for supervision.

Within the inner-city area, neglected so long—for so many years—residents are beginning to wonder why it should continue. Johnny in the inner-city area is just as hungry as Johnny in other areas of the city. He needs to be sheltered from unnecessary trips into the bad weather as much as his brother in the annexed area. He needs a full stomach as much as any other child.

In the Bethel-Riverview area 25.8% of the elementary school children are low income. Both parents sometimes have to work to make ends meet. Maybe he had a good breakfast; maybe he didn't. Maybe there is someone at home to feed him a lunch once he gets there; maybe not. Maybe no one cares if he eats—maybe there is just no money for food. If the child has parents who can afford it, he sometimes has money for lunch. But with no well balanced lunches available at school, he finds his way to where something is sold and potato chips, candy or coke becomes his meal. His friend stands by watching. He does without anything because his parents give him no money. He could go home, but no one is there and no lunch ready. He may even be locked out.

If ever children needed lunches available at school, it is the inner-city children. Even if they ate at their desks, it could be a well balanced meal . . . at least one he would be assured of getting. Why should he not be provided supervision as well as the child in another area? Why the discrimination?

Old school buildings? Yes, indeed. Scheduled to be torn down? That's what we are told. So he must attend school in old buildings, with old equipment—must he also be deprived of lunch?

It is ridiculous to state the cost is prohibitive. There are many ways which could be explored if the commitment is made. Our Lady and St. Rose Parish has proven when people want to badly enough, food can be served children. They are doing it at what—15¢ per child? Check with other school districts surrounding Kansas City, Kansas, where Type A lunches are 30¢ and 35¢ per child.

BRAG is convinced methods are available and financially feasible to immediately implement school lunch programs in all our schools. The inner-city schools have been left out long enough. Even one child with no lunch is one child too many. And another year or two or three with no lunch program is too long for a hungry child to wait.

Present facts about Bethel-Riverview Action Group area schools:

School and address	Enrollment	Low income	
		Enrollment	Percent
Whittier, 10th and Gilmore	257	53	20.6
Riverview, 7th and Pacific	295	126	42.7
McKinley, 14th and Grandview	211	44	20.8
Prescott, 13th and Ridge	358	89	24.8
Lowell, 11th and Orville	456	120	26.3
Central Elementary, 8th and Barnett	185	23	12.4
Total	1,762	455	25.8

Note: Type of lunch served, free or reduced—None.

ALSO SERVED, BUT NOT WITHIN TARGET AREA

School and address	Enrollment	Low income	
		Enrollment	Percent
Allcott, 18th and Ridge	130	18	13.3
Park, 24th and Grandview	161	6	3.7
Francis Willard, 34th and Orville	249	19	7.6

Note: Type of lunch, free or reduced—None.

STATEMENT OF TOTAL ACTION GROUP, KANSAS CITY, KANS.

In the Total Action Group area of Wyandotte County, which now has twelve elementary schools with a total student enrollment of 3,419, there are no types of lunches served at all, hot or otherwise. Most of these students walk to and from school each day and also go home for lunch, which in many instances calls for walking long distances in a very short period of time.

Of these 3,419 students, 645 or 18.9% are low income. This enrollment includes these elementary schools: Edison, Ruston, Attucks, Whitmore, Noble Prentis, Franklin, Major Hudson, John J. Ingalls, Emerson, Morse, John Fiske, and Stanley. In a society moving so fast toward technological accomplishments, it is unbelievable that this many schools, and many more, are without a School Lunch Program.

We pass bonds to allow for modern buildings equipped with the latest equipment and we try to fill these buildings with quality teachers engaged in programs to provide quality education. Yet what student will be able to avail himself of all these luxuries while he is hungry or concentrating on having to walk all the way back home to eat some lunch, after first walking there to get to school that morning? Hungry bodies distract minds from learning.

There are only two secondary schools in the Total Action Group area: Argentine High School and Rosedale High School.

These two together have a total enrollment of 2,364, and of this figure 203 are low income, which is 17.2%. There is a school lunch program at these schools, consisting at this time of a la carte type meals. Each day at the Argentine High School there is an average of 565 lunches served. Free or reduced lunches add up to about 18.8% of this figure. Take this one school for an instance, considering it has 1,264 students enrolled, there are *only* 39 students getting their lunches for 10¢ and *only* 29, which is an even smaller figure, getting their lunches for 20¢. This adds up to a total of 66 students out of 103 known to be low-income. We do not know how many of the remaining 37 students from poverty homes receive free lunches, but 1,841 free lunches have been served in the history of the program at Argentine.

As doctors and scientists constantly tell us in newspapers, on radios, television, magazines, and books which are published daily, a growing mind and body needs nourishment and vitamins through well-planned meals. Do they mean only in the mornings at breakfast and in the evenings at supper, or is this supposed to pertain to *three* meals a day? What happened to the hot, balanced lunches for *all students*, not just *some* students?

The other high school in our area is Rosedale High School. Its enrollment is 1,100 including 100 low-income students for a percentage of 9.1. This school also has a la carte type meals served daily to about 370 students. Total of free lunches served has been 971. The reduced and free lunches amounts to 16.0%. The Rosedale High School reduced lunch program is serving more students than does Argentine, which shows that this school is located in an area where students enrollment is smaller, but the rate of low-income is higher—8.1% for Argentine, 9.1% for Rosedale.

Since good health of mind and body are inter-related, the law concerning and governing the school lunch programs should be enforced as strictly as are all other school laws each day, each year, all the way from milk at snack time in kindergarten to the well balanced lunch in elementary, junior high, and senior high schools.

The young years in youth are the most important and formative years in our students' lives. If their minds as well as their bodies are not properly developed, then all our struggles for advancement and accomplishments are in vain.

Realistically, what generation are we planning for? The "now" generation, who are students enrolled in our public elementary schools, will not be physically or mentally able to sustain or endure what we're proposing for them. We are very willing to try and fill and overload the mind, while asking the body to "just be patient and we will get to you later." When is later? After they finish high school and we feel they are no longer our problem, or is it when it should be, and that's *now, today*.

If you really want to figure how important an emergent this need for the School Hot Lunch Program is in the Total Action Group area, the figures speak for themselves. There are twelve elementary schools, with a total of 3,419 student enrollment and not a *single*, not *one* school lunch program in any of them.

Even though there are title I funds available for school lunch programs, the Total Action Group area is receiving none. Since no other resources besides taxes are available to help the Total Action Group area schools, what are we supposed to do? There is no available Model Cities money for the South side of town. Our bonds are aimed at more modern and better school buildings, *not* at starting a badly-needed substantial lunch program in our schools. Our youth, therefore, continue to be involved in the middle of this most crucial issue as we continue to say to them, "Education Today, Eat Tomorrow."

STATEMENT OF NORTHEAST ACTION GROUP, KANSAS CITY, KANS.

It is with much regret that delayed and negative actions have been brought forth concerning providing lunches to all children in School District No. 500 and especially the schools in the Northeast section of Wyandotte County which has the highest density of poverty stricken families in the county. The issue of hot lunches for these children is definitely an issue and problem, which has been recognized by the community residents and especially the parents of those children. We are hoping that positive steps will be taken in the very near future, in trying to correct or alleviate this great injustice, which our children are victims of. Surely it is a game being played by the top administrators of the School Board in their so-called effort of trying to come out with a program in 3 to 5 years. But it is without saying that they possess this power and as soon as they are able to share the feelings of the parents and the hunger pains of the children, they will then be able to witness this great injustice themselves. It is also without saying that no child, and I mean no child, can be expected to perform at his or her highest level of efficiency on an empty stomach or an improperly prepared meal.

Of the 13 elementary schools in the Northeast area, only five of these schools are serving lunches to the children. A total enrollment for these schools is 6,319. Of this number we have 1,629 children or 25.8% of these children's families are poverty stricken and only 1,395 are provided with reduced or free lunches. It is also without saying that one of the lowest percentage schools for low-income persons or families (2.4%) has the largest number of children eating a free or reduced lunch. Out of the total enrollment of 964 children, 538 are eating a free or reduced lunch. Yet a school located much closer to the highest poverty area (or ghetto) which has the largest number of children enrolled (988) and the largest number of children in the low-income bracket, 336 or 34% has yet to initiate a lunch program of this nature.

I would like for it to be known that the Northeast community residents and representative parents and agencies endorse and support any efforts made by the Hot Lunch Task Force Committee in resolving this hot lunch problem. We understand that we are going to run into problems and difficult situations which comes along with any move made now-a-days toward alleviating poverty and helping the poor, but our thoughts rest with all concerned parents and especially our innocent children in trying to alleviate this problem. We would also like for it to be known that it is the consensus of all persons involved in this issue that any answer other than yes will not be accepted in getting lunches to all kids in School District No. 500, from the Kansas City School Board.

It is great that we have drawn national attention to our problem here in Kansas City and we are hoping that a constructive means of alleviating our problems will be brought forth by Senator Bob Dole, Senator George McGovern, and Senator Henry Bellmon. We would like to thank these three men for taking the time and effort to get the details concerning our situation and again we are hoping that this hearing will be constructive toward our goal of supplying lunches to all children in School District No. 500.

STATEMENT OF WESTERN WYANDOTTE ACTION GROUP, BONNER SPRINGS, KANS.

It is the feelings of the parents and the Board of Education, Western Wyandotte C & D Center staff and friends of the Hot Lunch Task Force, that all children within one school district are entitled to a *hot meal* at school regardless of their ability to pay; especially those whom are low-income students.

We give our support to the Hot Lunch Task Force of Kansas City, Kansas. Here are statistics from our school district. All schools are not equipped with kitchens, but they have portable steam tables that serve hot or cold foods. This has been in operation to all schools in the district since unification. Again we urge you with all deliberate speed to make available to all children in District No. 500 hot lunches.

In School District No. 204, Bonner Springs Unified School System, there are nine (9) schools being served with hot lunches. However, there are only seven (7) operating kitchens where food is prepared, but hot lunches are transported to the other two schools which are Timmons and Walker Elementary Schools. The program is not a self-sustaining program. It also gets help from the Board of Education. At the end of the year the Board pays all the expenses incurred during that year because monies that come in from students for lunches do not pay for the costs.

During the year of 1965 the Board of Education decided to become unified to promote a better education program and hot lunch program for the students.

The cost per meal a day per student is 45¢ at the junior and senior high schools and 40¢ in the elementary schools.

Seventeen percent (17%) of the students now receive free or reduced lunches.

Even though School District No. 204 is a smaller district, ways and means have been found to provide students a hot lunch.

These are the statistics for the school year of September, 1970, through February, 1971—monthly amount of lunches served free or at reduced rates to students. There are approximately 2,100 students participating in the Hot Lunch Program under these guidelines.

Actual figures as of Mar. 11, 1971

September 1970:	
Free (served)	1, 525
Reduced	342
Total	1, 867
October 1970:	
Free (served)	1, 895
Reduced	339
Total	2, 234
November 1970:	
Free	1, 468
Reduced	270
Total	1, 738
December 1970:	
Free	1, 525
Reduced	252
Total	1, 777
January 1971:	
Free	2, 668
Reduced	695
Total	3, 363
February 1971:	
Free	3, 234
Reduced	768
Total	4, 002

All schools have a closed lunch period, where none of the students are permitted to leave the building during that period. The student must either eat hot lunch at school or bring a sack lunch. Supervision is conducted by faculty and school administrators.

STATISTICAL INFORMATION, 1970–71 SCHOOL YEAR

KANSAS CITY, KANS., PUBLIC SCHOOLS—JUNIOR AND SENIOR HIGH SCHOOLS

Subject	Enrollment	Low income	Percent
Argentine	1, 264	103	8. 1
Rosedale	1, 100	100	9. 1
Sumner	815	268	33. 0
Washington	3, 485	67	1. 9
Wyandotte	2, 406	300	12. 0
Arrowhead Jr	899	21	2. 3
Central Jr	1, 226	214	17. 5
Coronado Jr	836	28	3. 4
Northeast Jr	1, 022	403	40. 0
Northwest Jr	1, 278	371	29. 1
West Jr	737	30	4. 7
High school total	15, 085	1, 905	12. 5

KANSAS CITY, KANS., PUBLIC SCHOOLS—JUNIOR AND SENIOR HIGH SCHOOLS—Continued

ELEMENTARY SCHOOLS

Subject	Enrollment	Low income	Percent
Abbott	425	123	28.9
Attucks	81	32	39.5
Bethel	494	5	1.0
Bryant	637	212	33.3
Central	185	23	12.4
Chelsea	430	57	13.3
Claude Huyck	463	4	.9
Douglass	579	217	37.5
Dunbar	563	211	37.5
Emerson	297	23	7.6
Eugene Ware	447	22	4.9
Fairfax	344	73	21.2
Fr. Willard	249	19	7.6
Frank Rushton	513	149	29.0
Franklin	200	55	27.5
Grant	338	144	42.6
Hawthorne	988	336	34.0
Hazel Grove	754	17	2.2
John Fiske	424	101	23.8
J. J. Ingalls	129	7	5.4
John F. Kennedy	457	6	1.3
Kealing	236	93	39.3
Lindbergh	505	26	5.1
L. M. Alcott	130	18	13.8
Lowell	456	120	26.3
Major Hudson	222	40	18.0
Mark Twain	208	17	8.1
McKinley	211	44	20.8
Morse	233	42	18.0
Noble Prentis	391	19	4.8
Park	161	6	3.7
Parker	472	19	4.0
Prescott	358	89	24.8
Quindaro	672	176	26.1
Riverview	295	126	42.7
Roosevelt	251	12	4.7
Stanley	476	146	30.6
Stony Point North	926	34	3.6
Stony Point South	660	8	1.2
Stowe	274	163	59.1
T. A. Edison	254	8	3.1
Vance	479	12	2.5
Vernon	142	47	33.1
Welborn	964	24	2.4
White Church	395	13	3.2
Whitmore	199	23	11.5
Whittier	257	53	20.6
W. A. White	322	3	.9
Trainable	133		
Elementary total	19,146	3,217	16.8
Grand total	34,231	5,132	15.0

SCHOOLS ON LUNCH PROGRAM

	Total type A'' lunches served to children (18 serving days)	Total free lunches served	Total reduced lunches		Average daily lunches served	Percentage of free and reduced lunches
			10 cents	20 cents		
Argentine	10,167	1,841	37	29	565	18.8
Rosedale	6,660	971	44	53	370	16.0
Sumner	7,805	2,198	48	8	433	28.9
Washington	1,819	11	0	0	101	.6
Wyandotte	15,724	2,298	28	41	873	15.1
Arrowhead	11,410	409	0	39	634	3.9
Central	10,249	2,716	81	66	569	27.9
Coronado	11,111	740	26	29	617	7.1
Northeast	13,666	7,299	450	184	759	58.0
Northwest	12,815	3,347	24	16	712	26.4
West	5,733	350	0	112	319	8.1
Bethel	4,365	33	35	49	243	2.7
Bryant	6,893	3,962	271	204	383	64.4
Douglass	7,969	4,854	561	707	443	76.8
Fairfax	3,849	1,258	169	68	214	38.8
Grant	3,788	1,723	94	149	210	51.9
Hazel Grove	7,629	559	143	62	424	10.0
C. Huyck	4,682	103	0	0	260	2.2
J. F. Kennedy	4,649	196	0	0	258	4.0
Lindbergh	5,069	871	38	34	282	18.6
Stony Point North	9,283	594	0	31	516	6.7
Stony Point South	6,650	159	0	0	369	2.4
Stowe	3,553	2,352	438	0	197	78.5
Vance	4,546	276	0	0	253	6.1
Vernon	2,115	1,193	87	34	118	62.1
Welborn	9,686	802	74	32	538	9.4
White Church	3,714	387	0	0	206	10.4
Total	[1] 195,599	41,502	2,648	1,947	10,866	23.6

[1] The total lunches served includes the free and reduced lunches.

LIST OF ELEMENTARY SCHOOLS—THE BETHEL-RIVERVIEW ACTION GROUP AREA

School and address	Enrollment	Low income	
		Number	Percent
Whitter, 10th and Gilmore	257	53	20.6
Riverview, 7th and Pacific	295	126	42.7
McKinley, 14th and Grandview	211	44	20.8
Prescott, 13th and Ridge	358	89	24.8
Lowell, 11th and Orville	456	120	26.3
Central Elementary, 8th and Barnett	185	23	12.4
Total	1,762	455	25.8

Note: Type of lunch served, free or reduced—None.

LIST OF ELEMENTARY SCHOOLS—THE NORTHEAST ACTION GROUP AREA

School and address	Enrollment	Low income		Daily type of lunch, free or reduced
		Number	Percent	
Grant, 1510 North 4th St	338	144	42.6	210
Douglass, 9th and Washington	579	217	37.5	443
Stowe, 2d and Richmond	274	163	59.1	197
Kealing, 4th and Parallel	236	93	39.3	([1])
Dunbar, 6th and Rowland	536	211	37.5	([1])
Abbott, 15th and Troup	425	123	28.9	([1])
Hawthorne, 11th and Waverly	988	336	34.0	([1])
Fairfax, 3101 North 10th	344	73	21.2	214
Parker, 24th and Grandview	472	19	4.0	([1])
Quindaro, 27th and Farrow	672	176	26.1	([1])
Vernon, 3426 North 27th	142	47	33.1	118
Welborn, 5200 Leavenworth	964	24	2.4	538
William A. White, 2600 North 43d Terrance	322	3	.9	([1])
Chelsea, 25th and Wood	430	57	13.3	([1])
Total	6,319	1,629	25.8	1,395

[1] Equal none.

LIST OF ELEMENTARY SCHOOLS—THE TOTAL ACTION GROUP AREA (CROSSLINES)

School and address	Enrollment	Low income	
		Number	Percent
Edison, 10th and Locust	254	8	3.1
Rushton, 2605 West 43d Street	513	149	29.0
Attucks, 2316 South 5th	81	32	39.5
Whitmore, 1412 Southwest Boulevard	199	23	11.5
Noble Prentis, 14th and Gibbs Road	391	19	4.8
Franklin, 1400 Metropolitan	200	55	27.5
Major Hudson, 600 Shawnee Road	222	40	18.0
J. J. Ingalls, 501 Shawnee Road	129	7	5.4
Emerson, South 28th and Metropolitan	297	23	7.6
Morse, South Baltimore and Miami	233	42	18.0
John Fiske, 625 South Valley	424	101	23.8
Stanley, South 36th and Metropolitan	476	146	30.6
Total	3,419	645	18.9

Note: Type of lunch served, free or reduced—None.

School	Enrollment	Type of lunch	Percentage participation
Argentine High	1,260	A la carte	66
Rosedale High	1,100	do	55
Sumner High	820	do	62
Wyandotte High	2,410	do	59
Central Junior High	1,230	do	70
Northeast Junior High	1,020	do	92
Northwest Junior High	1,290	do	63
West Junior High	740	do	68

Note: Total participation—6,000 (cafeteria type).

School	Enrollment	Type of lunch	Percentage participation
Washington High	3,491	Type A	49
Arrowhead Junior High	899	do	77
Coronado Junior High	836	do	77
Bethel Elementary School	500	do	52
Hazel Grove Elementary	750	do	55
Claude Huyck Elementary	460	do	63
J. F. Kennedy Elementary	460	do	58
Lindberg Elementary	505	do	49
Stony Point South Elementary	925	do	48
Stony Point North Elementary	660	do	55
Stowe Elementary	275	do	42
Vance Elementary	480	do	55
Vernon Elementary	142	do	52
Welborn Elementary	965	do	58
White Church	400	do	54

Note: total participation—6,000 (Type A).

STATISTICAL INFORMATION—SCHOOL LUNCH

1. Federal funding for 5¢ per meal applicable to all children for 1970–71 school year to the State of Kansas is $2,613,723. State matching fund—none.

2. Federal funding for reduced or free lunches applicable to only disadvantaged children for 1970–71 school year to the State of Kansas is $2,870,513. Federal cost is 30¢ per child. State matching fund—none

3. The free and reduced lunches is served in one-thousand five hundred and thirty schools throughout the State of Kansas (1530 schools).

4. The average daily free and reduced lunches served in those schools is two hundred and seventy three thousand (273,000).

5. The Federal fund which comes through the State Board of Education pays for 75% of equipment for hot lunch facilities.

6. The Federal Government has stated in January of 1971 that all children needing school lunches should be served.

7. The State of Kansas has been told by the Federal Government that if the 4% of her matching fund for 5¢ per child per meal, available to all school children, is not paid the Federal Government will withdraw $2,613,723 for that program.

8. There are fifty-nine schools, eleven junior and senior high schools, forty-eight elementary schools.

9. Twenty-seven schools, eleven junior and senior high schools and sixteen elementary schools take any part in any form of school lunches.

10. The school charges 40¢ at elementary level, 45¢ at junior high and 50¢ at senior highs.

11. There are 20¢ per meal, 10¢ per meal, and free lunches in those schools where they have any form of lunch program.

SCHOOL, ADDRESS, AND PRINCIPAL

Argentine Jr.-Sr. High, 22nd and Ruby, 66106, 831–3550, Channell, Wesley, R.
Rosedale Jr.-Sr. High, 36th & Springfield, 66103, 262–1100, Todd, Bill D.
Sumner High School, 8th and Oakland, 66101, 321–6304, Thompson, Solomon H.
Washington High School, 7340 Leavenworth, 66109, 299–3344, Neill, Hobert D.
Wyandotte High School, 25th & Minnesota, 66102, 371–2180, Corporon, G. W.
Arrowhead Jr. High, 1715 N. 82nd St., 66112, 299–0115, Juanke, Roland
Central Jr. High, 10th & Ivandale, 66101, 371–4706, McGregor, Walter R.
Coronado Jr. High, 1735 N. 64th Terr., 66102, 299–0022, Foster, William R.
Northeast Jr. High, 4th & Troup, 66101, 342–4626, Boone, William W.
Northwest Jr. High, 18th & Haskell, 66104, 371–2720, Bruce, Carl
West Jr. High, 2600 N. 44th, 66104, Roberts, Lawson M.
Abbot School, 15 & Troup, 66104, 321–0461, Lindhorst, Genevieve L.
Attucks School, 2316 S. 5th, 66103, 236–5577, Ireland, Charles R.
Bethel School, 7750 Yecker, 66109, 299–2335, Hays, Gilbert B.
Bryant School, 2940 N. 17th, 66104, 321–0725, Brown, Ronald
Central School, 8th & Barnett, 66101, 371–0632, Toevs, Donals
Chelsea School, 25th & Wood, 66104, 321–0352, Shelma, Katherine
Claude A. Huyck School, 1530 N. 83rd, 66112, 299–1220, Dorzab, Earl
Douglass School, 9th & Washington, 66101, 321–3384, Wright, Claude
Dunbar School, 6th & Waverly, 66101, 321–2536, Plummer, Louis H.
Emerson School, 1429 S. 29th, 66106, 831–4694, Daniel, Gwen H.
Eugene Ware School, 4820 Oakland, 66102, 287–5133, Modrell, Ruth A.
Fairfax School, 3101 N. 10th, 66104, 321–3366, Winkler, Wayne E.
Francis Willard School, 34th & Orville, 66102, 371–0695, Dahlgren, Etta B.
Frank Rushton School, 2605 N. 43rd, 66103, 236–4991, Barnett, Alice.
Franklin School, 14th & Metropolitan, 66106, 321–6249, Daniel, Gwen.
Grant School, 1510 N. 4th, 66101, 321–5184, Edwards, Wendell.
Hawthorne School, 11th & Waverly, 66104, 321–2081, Boswell, Lenis.
Hazel Grove School, 2401 N. 67th, 66104, 299–2207, Thistelthwaite, Kenneth W.
John F. Kennedy, 2600 N. 72nd, 66109, 299–1230, Dorzab, Earl B.
John Fiske School, 625 S. Valley, 66105, 371–1005, Espenlaud, Dorothy.
John J. Ingalls School, 5th & Shawnee, 66105, 342–1608, Espenlaud, Dorothy M.
Major Hudson School, 600 Shawnee, 66103, 321–5525, Ireland, Charles.
Mark Twain School, 23rd & Minnesota, 66103, 321–3747, Shelma, Catherine.
McKinley School, 14 & Grandview, 66102, 371–1353, Budimlija, Lillie Mae.
Morse School, Baltimore & Miami, 66105, 321–1534, Fisher, Sybil V.
Noble Prentis School, 14th & Gibbs, 66103, 236–5705, Boner, Helen A.

Park School, 24th & Grandview, 66102, 371–1287, Dahlgren, Etta Blanche.
Parker School, 33rd & Haskell, 66104, 321–1462, Hay, Pearl.
Prescott School, 13th & Ridge, 66102, 371–1323, Budimlija, Lillie Mae.
Quindaro School, 27th & Farrow, 66104, 321–1112, Glass, Clarence.
Riverview School, 7th & Pacific, 66101, 371–1385, Weir, Jennie.
Roosevelt School, 36th & Washington, 66102, 321–1760, Rough, Zella H.
Stanley School, 36th & Metropolitan, 66106, 831–4331, Scott, Frank W.
Stony Point North School, 8200 Elizabeth, 66112, 299–8108, Adams, Glen.
Stony Point South School, 150 S. 78th, 66111, 299–3972, Deshazer, Lawrence E.
Stowe School, 2nd & Richmond, 66101, 321–4784, Porchia, Nolan.
T. A. Edison School, 10th & Locust, 66103, 722–6085, Pendergraft, Loren.
Vance School, 3650 N. 67th, 66104, 299–3765, Lonborg, Hans A.
Vernon School, 3436 N. 27th, 66104, 371–6812, Glasse, Clarence.
Welborn School, 5200 Leavenworth, 66104, 287–5951, Snyder, Carl.
White Church School, 2226 N. 85th, 66109, 299–4001, Wenther, E. Ruth.
Whitmore School, 1412 S. W. Blvd., 66103, 722–6086, Pendergraft, Loren.
Whittier School, 10th & Gilmore, 66102, 371–1549, Weir, Jennie.
W. A. White School, 2600 N. 43rd Terr., 66104, 287–2862, Hawkins, Mildred B.

STATEMENT BY THE COMMISSION ON HUMAN RELATIONS OF KANSAS CITY, KANS.

Senator George McGovern, chairman, and committee members, public education has long been the backbone of our nation's strength and growth. Quality and equality are extremely important and crucial features of our public education at this critical time of social and economic growth and change in our nation. Both are essential factors in creating a sound educational foundation which will adequately equip the students of today to meet the demands and challenges of our rapidly changing society.

The Commission on Human Relations of Kansas City, Kansas, has long been concerned with providing all students with equal educational opportunity. This equality of educational opportunity is neither a reality nor a possibility at present with numerous built-in disadvantages for low-income children. Because of the disproportionate numbers of low-income persons in minority groups, stemming in part from past employment discrimination, there is an added disadvantage for racial and ethnic minorities. Inequality of educational opportunity too often results when additional measures are not taken to enrich educational programs for the low income and for minorities.

In Kansas City, Kansas, 32 elementary schools are totally without lunch programs, involving 10,735 students. Of these, 2,212 students are from low-income families.

The environmentally-caused economic, cultural and social disadvantage of these 2,212 low-income children is further compounded by their educational disadvantage which is heightened by the condition of poor and inadequate nutrition which confronts the overwhelming majority of these children.

Numerous studies have dramatically shown the interrelatedness of nutrition and school success or failure. Children with empty stomachs cannot learn.

If we wish to adequately prepare all young people—including the poor—to be responsible, productive citizens who contribute in a positive way to the progress of our society, it is essential that we insure full equality of educational opportunity and advantage to low-income children. This cannot be achieved until the nutritional needs of these children are fulfilled.

Therefore, we urge your assistance in helping the citizens of Kansas City, Kansas, and Unified School District 500 of Kansas City, Kansas, to make hot lunch programs available to *all* children of this district. Present plans provide for such a program in future years, but the critical need is now. It is imperative that interim measures be developed which will provide hot lunches not only with special attention to the poor, but also for *all* children in the school district.

We urge your assistance in making available Federal or State funds to make a total school lunch program possible in the interim period before the Board of Education's present lunch program plans are completed.

Additionally, we request the active assistance of the Senate Select Committee on Nutrition and Human Needs in developing and implementing means on the Federal and State levels of planning and overseeing the development of such interim lunch program measures for our city's public schools.

We also urge that this assistance incorporate a method of evaluating—both by local citizens and by Federal and State officials—the effectiveness of any such lunch program developed.

Your scheduling of hearings in Kansas City, Kansas, on this vital topic indicates your concern for meeting the basic human needs of our city's school children. We urge the translation of this concern into action with all possible haste for the sake of our children.

Mrs. TODD H. PAVELA,
Executive Director.

STATEMENT BY MRS. DOROTHY G. PICKUP, R.D., NUTRITIONIST, C & Y PROJECT 621

Statement regarding nutritional status of elementary school age children in the Children and Youth Project 621 area of Kansas City, Kansas.

Studies directed by Dr. Samuel Fomon on children in C & Y areas have shown the following physical and clinical signs related to malnutrition:

1. 6% of the chilren, ages 5–9, appeared to be stunted in weight and 5% below height ranges as compared to the Harvard growth data.
2. 2% of the school children, ages 5–13, had serum hemoglobin levels below 10 mg. % which implies the presence of iron deficiency anemia.
3. In general the National Nutrition Survey has indicated that individuals living at low income levels (which the C & Y area represents) have food intakes below the recommended allowances for calcium and vitamins A and C. The foods containing these nutrients are primarily milk products, fruits and vegetables, the latter being consistently low in the diets of many children.

The need for having the school lunch program in all grade schools in Kansas City, Kansas is paramount. It is important, also, that nutrition education go hand in hand with the school lunch, breakfast or snack programs.

STATEMENT OF MRS. JESTINE BOHANNON, PRESIDENT, COUNCIL OF TENANT ASSOCIATION; MEMBER: NATIONAL WELFARE RIGHTS ORGANIZATION; MEMBER: THE GREATER KANSAS CITY COUNCIL ON RELIGION AND RACE; TESTIMONY SUPPORTED BY MR. THOMAS DE COURSEY (ATTORNEY), KANSAS CITY, KANSAS; MRS. LUE LEE JOHNSON (WELFARE MOTHER), KANSAS CITY, KANSAS; MRS. ESTHER RHYNES (SOCIAL WORKER-MOTHER), KANSAS CITY, KANSAS; MRS. EVERLENE WRIGHT (WELFARE MOTHER), KANSAS CITY, KANSAS

The people I represent appreciate the opportunity to appear here this morning and to be able to give you an account of the school lunch program in Wyandotte County, Kansas. As the committee knows, an adequate lunch each day is as essential as quality teachers and textbooks to obtaining an education.

Throughout the country, school districts have implemented school lunch programs at the insistence of the local parents and assisted by the Federal Government. There have been many instances of delays and embarrassing discrimination in an effort to minimize the effectiveness of this program. Yet school lunches are essential to the development of a quality education system in America.

In Wyandotte County, Kansas, the school district has been particularily reluctant in its efforts to supply each school child an adequate hot lunch regardless of a child's ability to pay. Within the inner-city of Kansas City, Kansas, which composes the geographic majority of Wyandotte County, there are only five (5) elementary schools out of thirty-seven (37) which have a school lunch program. In the other thirty-two (32) schools, the only nourishment supplied is a half-pint of milk a day which all children must purchase if they want it.

In those schools without a lunch program, great emphasis is put on the children going home for lunch. Often there is no food at home for lunch and indeed, there is no assurance that the child goes home rather than engaging in activity which is harmful to himself and the community.

The application procedure is demeaning and prolonged. The school district policy statement provides for a 10 day waiting period before an application is accepted. During this period, the child goes without lunch. And, this is by federal regulation supposed to be a declaratory application.

Should a child be provided with a free or reduced price lunch, he must accept a different meal ticket than is given the children who can pay. This obviously is an attempt to embarrass and discourage the recipients of free or reduced price lunches. The ticket entitles the child to lunch however, the child has no opportunity to select from a variety of food items. The child must take all that is served. This leads to uneaten meals and increased waste. The Wyandotte County School District could provide a variety of items within the type of lunch program from which the children could select their daily lunch.

I would now like to call upon four (4) individuals who can describe to you the impact and relevance of what I have described to you.

STATEMENT BY THE LEAGUE OF WOMEN VOTERS OF KANSAS, MRS. RUTH LUZZATI, PRESIDENT

The League of Women Voters of Kansas is organized in fifteen cities in the state and has approximately 1500 members. We are a non-partisan organization and active in the field of government. We are concerned that everything possible be done at the state level to feed hungry children. We believe, along with other members of the League of Women Voters throughout the country, that children who are hungry do not have an equal opportunity for an education—no matter how excellent the instruction they receive. We support the efforts of The League of Women Voters of Kansas City, Kansas to make lunches available to all of the children of that city.

We are also concerned that the $313,000 needed as state matching funds to insure Kansas participation in the Federal program for school lunches has been left out of the proposed budget for fiscal '72. If these funds are not returned to the budget, Kansas will lose approximately over 2½ million dollars per year—its fair share of Federal funds allotted for the School Lunch Program.

We now have Federal funds to expand the lunch program in Kansas and we believe our state lunch director is anxious to increase the number of schools participating. Although she can use all of her powers of persuasion, it is the local district that must apply for funds. We have $6,278,012 allocated for school lunches in Kansas. With well over half the year gone as of February 1, $4,502,513 remained. In addition approximately $158,000 in breakfast funds remained. If this money is not used before July 1, it will be returned to the Federal Government and reallocated to states needing more funds. In addition, Kansas would expect its allocation to be cut for the following year, making later expansion more difficult.

We suggest that the time for local districts to expand their lunch programs is now. We cannot afford the waste of valuable human resources which will certainly occur if children wait years until it is more convenient to feed them. Some people say this is not a valid concern for schools. But the schools have access to the children and to Federal funds to help finance the program. A hot lunch served at school may be the only place a child will receive a nutritionally balanced meal all day.

STATEMENT BY RUBY SCHOLZ, DIRECTOR, SCHOOL LUNCH SECTION, STATE DEPARTMENT OF EDUCATION, ACCOMPANIED BY L. R. SIMPSON, ASSISTANT COMMISSIONER FOR ADMINISTRATIVE SERVICES

Mr. Chairman and members of the committee, the National School Lunch Program is administered by the School Lunch Section of the State Department of Education. Schools wishing to participate make application and the Department subsequently enters into an agreement with the school officials of each private school or school district that wishes to participate in the program.

The amended School Lunch Act of May 14, 1970 provided Income Poverty Guidelines that require schools to write a policy for determining eligibility for free and reduced price meals. All participating schools have complied with the requirement and have filed copies of their policies.

Funds available to Kansas are:

Section IV ($2,613,723) from which schools are paid a reimbursement rate of 5¢ for a Type A meal with milk.

Section XI ($2,087,513) from which schools are reimbursed 30¢ for each free and reduced priced meal.

Equipment funds (Nonfood Assistance, $167,712) are available to reimburse schools which draw attendance from areas in which poor economic conditions exist. The claim for reimbursement is not to exceed three-fourths of the total cost of equipment. One-fourth the total cost is financed by the district.

In 1970, equipment funds were allocated for Stowe School where 78% of those participating receive free or reduced price meals. This payment amounted to $23,374.65 paid June 30, 1970. In 1970–71, approximately $79,000 in equipment funds has been used to make food service available in four elementary schools (Bryant, Douglas, Fairfax, and Grant) with 1,650 enrolled. The free and reduced price meals here range from 39% to 77% of the participation. An additional $50,000 in equipment funds has been offered to the district to make additions to an existing kitchen to prepare, transport, and serve lunches to Hawthorne and Morris schools which have a total enrollment of 1,058.

Section 32 (Supplemental funds, $1,576,716) are available for use as needed for free and reduced price meals and equipment.

Special Milk Funds ($1,093,598) from which District No. 500 is being paid a monthly amount sometimes as much as $4,800.

We have recognized the perplexing food service problems resulting from consolidation in Unified School District No. 500. This brought the type A meal (one menu) service of the elementary and secondary schools of the annexed area into the Kansas City district, which at that time, offered only a la carte food service in the secondary schools. Because of the unmet needs for food services in District No. 500, we have given special consideration to expansion of the program as Federal funds have become available.

In December, 1966, representatives of the area office, Mr. Harry Freeman and Mrs. Emma Nance, from the Food and Nutrition Service, USDA, and Ruby Scholz, State Director of School Lunch, met with Dr. Plucker and interested staff members to discuss the possibility of two or more pilot breakfast programs and equipment funds that were available.

November 20, 1968—As School Lunch Program Director, I discussed with the school and food service officials the availability of Section 32 funds and a plan to provide cold bag lunches for six elementary schools with possible preparation in two high schools. A survey of equipment needs was made. The program was not adopted due to lack of local funds.

January, 1969—The district requested information from the School Lunch Office on the possibility of using a food service management program. My reply stated that the contract would be necessary before approval could be given.

April 1, 1969—A tentative plan was considered for using Breakfast funds and Sections XI and 32 money for Kansas City food service and equipment.

Plans for use of funds shows that $50,000 of Section 32 funds was tentatively set aside for Kansas City to use for equipment. Since it was not requested, it was redistributed to other schools throughout the state.

April 16, 1969—Area office representatives, Mrs. Emma Nance and Mr. H. H. Pullium, and Ruby Scholz met in the Kansas City School District Office to plan for the Stowe School Lunch Program. This program opened May, 1969.

November 25, 1969—Mr. Herb Rorex of the Food and Nutrition Service, USDA, Washington, Mr. Harry Freeman, Mr. Glen Crowder, area office, and Mr. Ellison, representative of Model Cities, and Mr. Simpson of the State Department of Education, and Ruby Scholz met with Dr. Plucker and some of his staff. This meeting resulted in a tentative understanding that funds were available to pay 80% of the costs to provide 23 schools with a breakfast program plus additional assistance for equipment.

December 8, 1969—Mrs. Emma Nance and Ruby Scholz met with Mrs. Rosemary Gammon, Food Service Director for District No. 500 concerning the application and implementation of the breakfast program.

December 12, 1969—The School Lunch Section confirmed by letter to Dr. Plucker the understanding reached and the offer of financial assistance. The letter stated that $344,907 would be ear-marked for the School Breakfast, School Lunch, and Nonfood Assistance for the remainder of the 1969–70 school year. The letter offered funds for necessary equipment and reimbursement of 24¢ per lunch for starting five school lunch programs by March 1, 1970.

January 2, 1970—Dr. Plucker pointed out that such a plan was not feasible indicating that the program was dependent upon funds from Model Cities for one-fourth the cost of equipment and that these funds had not been assured before September, 1970.

Mr. Glen Crowder, USDA representative for Model Cities, had previously met with Mrs. Gammon, Ruby Scholz, and Dr. Frazer and it was determined that $119,000 of Model Cities funds would be needed to start the breakfast program in September. The Model Cities plan was not adequately developed; therefore, not funded as had been stated.

As already stated above, equipment funds used by District No. 500 are as follows:

1970 Stowe, equipment, $23,374.65.

1971, 4 elementary schools (Bryant, Douglas, Fairfax, and Grant), $79,000.00.

February reimbursement claim for all Kansas City schools amounts to $28,344.00.

District No. 500 reports a financial loss in February, the first full month that the schools served the Type A lunches in all food service operations.

A school may apply for a higher rate of reimbursement when it is financially unable to meet the need for free and reduced priced lunches with a maximum of 30¢ rate of reimbursement from Section XI funds.

The School Lunch Section has requested a financial statement of the lunch program's operating cost and we have assured the district that with the statement justifying needed reimbursement rate will be increased from 5¢ to 12¢ under Section IV provisions and from 30¢ to 40¢ under Section XI in those schools serving large numbers of free and reduced priced meals.

This rate would remain in effect for those schools until another evaluation can be made.

One factor that prompted considering the increased rate of reimbursement was that four out of eight junior-senior high schools serve more than 26% free and reduced priced meals and the five elementary schools (Bryant, Douglass, Fairfax, Grant, and Stowe) served 39% to 78% free and reduced priced meals.

An additional problem developed in the Kansas City district by the amendment to Public Law 91-248 last May 14 as follows:

To require "Commodity-Only" schools and the State Agency to have the same responsibilities for commodity-only schools as those for program schools.

210.15 (b)	The School Food Authority of a commodity-only school desiring to receive commodities enters into an agreement with the State Agency.
210.10	Requirements for lunches.
210.8 e-5	Serve Free and Reduced Price lunches.
210.8 e-6	Make no discrimination against any child because of his inability to pay.
210.8 e-7	Will not claim reimbursement.

Consequently, the district would be required to serve free and reduced priced meals in order to continue receiving Section 32 commodities under the a la carte program or convert the Type A program which is not in accord with the state School Lunch policy.

However, Distrit No. 500 requested reimbursement for Type A meals served in the a la carte programs.

After careful consideration, the decision has been reached by the State Department of Education to continue the present Type A school lunch policy, which does not provide reimbursement for Type A plates served in connection with an a la carte program.

The determining factors in reaching the decision are as follows:

Seventeen of the larger schools most likely to be concerned by a change in policy that would include a la carte service responded to the following questions.

1. Would such action make a difference in your operation?
   Yes—13
   No—3
   Undecided—1
2. Would such a change be advantageous to your district?
   Yes—3
   No—13
   Undecided—1
3. Would you favor such a change?
   Yes—4
   No—11
   Undecided—2

This indicates a general reluctance for the present policy to be changed. The flexibility of the Type A School Lunch Program can provide as many as three to five menus each day and some of the larger high schools have even offered a snack bar of a limited number of items to provide variety for student choice.

The present program gives a financial advantage to the district in commodities and cash reimbursement.

The one program provides less complicated reporting, especially new regulations as of September 4, 1970, requiring income from an a la carte food service to be deposited in the account of the nonprofit Type A program.

The present state policy on the Type A school lunch program relieves school officials of local pressures for providing a la carte service.

There is the problem of discrimination in a dual program with two types of service when one would exclude needy children from low-income families.

There would be considerable additional costs for districts not now offering a la carte to provide facilities for an a la carte combined with Type A program.

Public Law 91–248 passed May 14 has regulations on competitive food service that would be hard to administer in a combination program.

Questions have been raised concerning the number of schools in the State that do not have food service. A recent check shows that during this school year, the number has been reduced from 311 to 197.

A number are not in need of food assistance.

Of the 197, 33 are non-public schools. Those districts having schools with large numbers of children from low income families have known that food and equipment assistance is available. This information was made known by newsletters and supervisors visits periodically during the past 5 years.

Through our various contacts with officials of the Kansas City District, it is evident that there are no quick and easy solutions to the food service problems. We have appreciated the cordial working relationships with the administration and their real concern for providing as much service possible within limited resources. The School Lunch Section of the State Department is eager to extend whatever help possible within the limitations of regulations and funds.

PREPARED STATEMENT BY DUNBAR PARENTS AND TEACHERS ASSOCIATION, MRS. DONALD SCROGGINS, PRESIDENT

Dunbar Elementary School is one of the schools scheduled to be phased out by the recent school bond proposal. There are two buildings comprising the school, one a primary building housing grades kdgn thru second, the other an intermediate building housing grades 3 to 6. The primary building is involved with the language bombardment program, a project financed thru Model Cities, and provides for special scheduling to permit special reading classes. There is a 2nd floor lunchroom at this building that has tables and benches, but no space for service equipment or cooking facilities. The lunch period spans a three-group two hours from 11:30 until 1:30 p.m. daily. The intermediate building has a multipurpose room that could be used for food preparation and serving, but no space large enough for eating. There is a regular lunch period scheduled from 11:30 until 12:30 at which time all pupils either go home, go buy lunch and return to eat here, or eat their sack lunches.

Many hurdles are confronting a lunch program in our school; the inconvenience of the facilities (inadequate is not a good enough word, for something can be worked out), financial problems of having to furnish free or reduced price meals (maybe a revision of guidelines and/or substituting), and other problems such as supervision and cleaning up behind lunch when eating is done in the classrooms. We realize that funds for a new school should not be used for a temporary set-up, and the new school will provide for lunches. Some temporary plan should be worked out, for the need for a lunch program in the schools in the area where we live is apparent to anyone that has seen the small children going to the stores, located several blocks from the school, thru traffic headed toward Fairfax Industrial District and work, to a store that at best has questionable facilities and attitudes. Some stores serve meals, but most stock the general demand of potato chips, candy, pop, etc.

Classrooms observations of poor nutrition have been the frequent upset stomachs, with vomiting and no evidence of food in the stomach, frequent colds and illnesses attributable to poor nutrition, listlessness, inattentiveness, short tempers, all characteristics of poor nutrition. Other manifestations are incidents of children in primary grades taking food from other children's lunches, stomach aches from hunger, and many returning to school after lunch with no food at home. Begging for food and table manners suggest that a supplementary type of plan may be helpful, adding some of the nutritional necessities to the scraps brought from home.

We acknowledge the fact there are a large number of welfare recipients in our school (we would encourage some effort from that office to help the problem); but we also know there are other influences that make a program challenging. Many families in our school have several children in the same school, thus could not afford to pay regular amounts. This is most apparent in the staggered weeks for milk for some of the family children. Another area characteristic is the large number of working parents. There is great incidence of families with women heads of household, with the full responsibility for raising and providing for the family. Sometimes pre-school and after school meals are inappropriate with food preparation time sandwiched among washing, bills, clothing and shelter problems, and the required job responsibilities. Women's liberation speaks to the wherefore there is no afforded substitute on parts of this task, for one of the problems of the working women in the area is poor paying jobs, and no money left over for the luxury of a helper.

The PTA has made qualitative efforts to encourage solutions to the problem of nutrition in the school. They have studied the problem thru a survey sheet on nutrition and interest circulated to the parents; this received good response. During nutrition month, the PTA sponsored a coffee hour where the Nutritionist from the Children and Youth Clinic counseled parents on problems discovered thru the survey sheet. The PTA has made inquiries of possible plans for a program from responsible sources thru a special committee on hot lunch ways and means (Mrs. Sholz in Topeka, Canteen Service, Mt. Zion and the Stowe set-up), and attended group meetings such as the Task Force to gather information. They expressed concern to Dr. Plucker thru a letter encouraging him to extend the planned satellite service for Fairfax, a nearby school, to Dunbar. Responses were that most were concerned, but there was no immediate solution because of lack of facilities.

Nutrition education should be stressed from all sources available. The school/PTA's should precede any food program with educating children to proper eating habits. Implementing a required unit on nutrition to be taught with supplemental aid from parents for the primary classes or a lesson on food we eat and the importance of three meals a day included during health would help. The welfare agencies should have some follow thru while providing food for the children. They should help their parents to know how to feed their children and encourage them to know their responsibility. Commodity centers should not only pass out recipes, but menu planning as well. Public concern and involvement should not be totally financial but with the well-being of the children in mind.

Is school lunch an educational responsibility? We know that children who are hungry do not learn well. In elementary school the prime responsibility for the child is the parent, and the school shares a great portion of that responsibility. New times has made for adjustments in curriculum; therefore buildings and services. We acknowledge the impropriety of using bond funds for a temporary set-up. We look forward to the forthcoming new school. Meanwhile, concern for the children makes some alternative plan imperative, nutritionally as well as socially.

Some temporary plan should be worked out, for it is awkward being one of the left-out schools in a neighborhood which already feels neglected by it's School Board. It is difficult to explain why we were not included, especially while money for some schools has been allotted. Subtletries cause most of the crisis of today and promote the lack of understanding in community relations. It is not practical for a PTA to assume responsibility for a daily program because the management requires contracts from the Board for purchasing, etc. It is unfair to satellite to some schools and require others to wait several years for a new building. The partial enrollment left after the division to Fairfax should be allowed for with some plan.

Senator McGOVERN. Mrs. Kelsey.

(No response.)

Senator McGOVERN. Mrs. Kelsey is not here.

We will pass on to Mrs. Maggie Rodriquez.

STATEMENT OF MAGGIE RODRIQUEZ

Mrs. RODRIQUEZ. I would like to thank you for issuing this invitation to appear before this panel.

I would like to say that the school district has neglected our children, and they are our primary concern.

Our Federal regulations tell us that we must have lunches for all the schools where there are hot lunches being served and this is not the case. We do not say that the school board has not done something on the school lunch program, but we are saying that they have dragged their feet in the process and have not seriously been working at it.

Our Federal guidelines tell us that we have certain rights. If a school district tells us that they have very little money or cannot implement a school lunch program, they are not telling the truth. One of the things wrong is that we have very little public communication with school officials, administration, and the school board.

Child nutrition comes under title 42, and that has approximately $15 to $17 million for the school year of 1970–71. Title 7, section 32, funds has approximately $155 million that is available for the school year 1970–71.

Title 1 of the Elementary and Secondary Education Act has approximately $1½ billion available for the school lunch program that is included.

I am not going to say too much because most of what I had to say has been said. I think something is wrong with the country that has people going to the moon and cannot feed its own people, but does not implement it.

Something is wrong with our country that feeds other countries and neglects his own.

Something is wrong with our elected officials at local, State, and National levels, who do nothing but talk.

This morning it was stated that this hearing was not to take sides. I say that it is. We must feed our children. We must do it now. The children are hungry today and not tomorrow. Tomorrow is too late.

When our elected officials cannot do the job or won't do the job, I say let's replace them.

We must do somthing about this mess in Kansas City, Kans. I know what I am talking about because I grew up in a poverty area, so I have been through this and more.

In closing, I will say that you who are conducting this hearing must take action. Don't just listen to us, but take action and do all that you can to help this district.

Thank you.

Senator McGOVERN. Thank you, Mrs. Rodriquez.

If the chairman could just intervene for a moment, we understand the desire of the audience to applaud and do various other things in the course of these hearings, and we do want to conduct them as informally as possible, but I do have to remind our friends in the audience that it is against the rules of the congressional procedure to have applause or any kind of audience reaction.

I think also in the interest of time, while it is pleasant for the committee and also for the witnesses to be applauded, if you would hold that until everybody has had his say, why, it will expedite our progress here this morning.

Senator McGOVERN. Our next witness is Mrs. Gary Kitterman of the League of Women Voters.

STATEMENT OF MRS. GARY KITTERMAN, LEAGUE OF WOMEN VOTERS

Mrs. KITTERMAN. The League of Women Voters is a nonpartisan group concerned with studying and taking action on governmental issues. We are here because we support the school lunch task force in their effort to secure lunches for all children of Kansas City, Kans., and because we have a national commitment to work toward the alleviation of hunger in the United States.

Many of our members have children who attend school in this district; some of them receive hot lunches and some don't.

It seems to us that three things are necessary to expand the lunch program in Kansas City, Kans.: A viable Federal law, available local funds, and a commitment on the part of the board of education.

We have the law, Public Law 91-248, which recently went into effect and commits the State to plan for the extension of the school lunch programs to every school within the State, and to furnish a free or reduced price lunch to every needy child in the State.

Funds are available; out of a total of $6,278,012 allotted to the State of Kansas for reimbursement of food service costs, $4,502,513 was unspent as of February 1, according to monthly claims submitted to USDA. This State would have to subsidize 115, 554 free and reduced price lunches daily in order to exhaust these funds by the end of the year.

January's average daily participation was 21,638. An immediate expansion of 93,872 free and reduced price lunches is impossible, but we are aware, as is the State school lunch director, of available alternatives to maximize the use of allotted funds from sections 11 and 32.

As of March 10, 1971, Mr. Herb Rorex, the Director of the Child Nutrition Service of USDA, notified all regional offices that section 11 funds could thereafter be automatically transferred to reimburse 12 cents necessary from section 4 funds in schools which are financially unable to meet the cost of free and reduced price lunches. The net effect of this directive is to authorize the State school lunch director to subsidize up to 100 percent of the cost of free and reduced price lunches, or 60 cents per lunch.

Further perspective is to be gained from looking at what have been considered to be stumbling blocks at the local level.

Point 1

The budget doesn't cover costs now because of State law and cannot be increased more than 5 percent. The current budget allows $36,000 for food service. The food service item was increased 500 percent in 1969 and 1970. The percentage of the expansion and individual allocations within the budget can be adjusted and involved only a small reordering of priorities.

Conclusion.—The food service item in the budget can be expanded while the budget remains within the legal 5-percent limit.

Point 2

The switch to serving type A lunches cost the district $10,000 in the first month of its operation.

Fact.—There really was no choice. In spite of the cost, the district had to switch from a la carte to type A lunches or lose Federal commodities and reimbursements. Only by greatly expanding food service can Kansas City, Kans., and the State of Kansas utilize their allotments of Federal funds.

Conclusion.—Kansas City, Kans., faces the choice of serving type A lunches with maximum use of Federal funds or giving up any lunch program.

Point 3

It has been said that the number of free lunches is the real problem.

Facts.—Until recently, the maximum reimbursement for free and reduced price lunches was 35 cents. Due to recent modifications, section 11 and section 32 funds can be used to reimburse financially overburdened school districts the full cost of a free or reduced price lunch.

Conclusion.—The district can be reimbursed for the total cost of all free and reduced price lunches which it serves, with the possibility of additional retroactive subsidies with the last claim of the school year.

Point 4

Regardless of the reimbursement rate, the district officials feel that they cannot provide the 25 percent matching funds for equipment necessary to expand the program.

Facts.—Only 1 year ago the voters of the district approved a $24½ million bond issue for general expansion and modernization of the school system, including extending the school lunch program to the entire district—$8 million worth of bonds have already been sold.

Conclusion.—Sufficient funds are available in the district to match Federal funds for the purchase of necessary equipment.

Point 5

Bond money cannot be used to finance crash programs; that is, for temporary equipment.

Facts.—Of the 32 elementary schools without lunch programs, at least 14 will eventually receive transported lunches according to the bond proposal. Food transportation equipment will eventually need to be purchased for these schools, anyway, and this equipment could be purchased for these schools out of the $24½ million in bonds.

Conclusion.—Hot steam trays and trucks for transporting lunches could be bought immediately from present bond money.

Point 6

Even with reimbursement money and equipment for satellite lunches, there are no facilities which could produce these lunches.

Facts.—According to school officials, Wyandotte High School presently has a capacity to produce lunches for two elementary schools. Arrowhead and Coronado Junior Highs also have the capacity to produce for a satellite program. Additional churches and/or community schools may be available.

Conclusion.—At least four elementary schools could start a satellite program immediately with lunches prepared in Wyandotte, Arrowhead, and Coronado. Although still inadequate, such a program would double the number of schools now in the satellite program.

Point 7

Lack of existing facilities in the elementary schools make lunch impossible.

Facts.—Some of the 32 schools do have a multipurpose room. Lunches could be served in classrooms. Lunches could be served in nearby churches or community centers.

Point 8

Teachers cannot be forced to supervise children during their lunch time.

Facts.—If a large area is used for serving lunches, only one or two supervisors are needed. Many teacher aides are already in the schools and could supply the needed supervision, whether in classrooms, multipurpose rooms, or churches. Even if additional aides are needed, the added cost would be for only 1 or 2 hours a day. Perhaps volunteers would be available.

Conclusion.—With a sincere commitment to expand the local school lunch program, the problem of supervision can be solved:

The commitment is made. In a release issued November 16, 1970, our superintendent of schools said:

> Let there be no misunderstanding. The Board of Education is aware of the need. Its commitment to a hot lunch porgram in every school is a matter of record. It intends to proceed with all possible speed in carrying out that commitment while at the same time acting responsibly and in the best interests of the children and citizens of this community.

We suggest that it is in the best interest of the children and the community that hungry children be fed now. Yet we still do not make lunch available for every child. We know that the adjacent, smaller Turner School District is able to serve type A lunches at a cost to the student of 10 cents less than our district charges and still come reasonably close to breaking even. That district feels that there is educational value in serving a nutritionally balanced lunch to children.

We realize that there are certain economies which result from many years of experience with such a program, but we would like to believe that our administrators are at least as competent as those of other districts; that costs will be reduced, and that we will be able to operate a realistic program for all students after the initial phase of the operation.

Kansas City, Mo., is able to provide lunch for all the children of the district. We believe it can be done in Kansas City, Kans.

We would suggest the following:

That the Kansas City, Kans., Board of Education immediately apply for breakfast funds with priority being given for those schools without lunch and with the most low-income children—$156,882 are still available for breakfasts;

That the State school lunch director declare the 32 schools without lunches in the Kansas City, Kans., district as unable to initiate programs without special help and, therefore, eligible for 12 cents reimbursement from section 4 funds, and up to 48 cents in additional reimbursement for free and reduced price lunches served;

That the Kansas City, Kans., Board of Education take advantage of additional equipment funds which, we understand, the school lunch director has available in Topeka by using money from the $24½ million bond issue and from the capital outlay fund as the local 25 percent, and that the director be asked to transfer some section 32 funds to equipment funding if this is necessary.

We suggest that the board of education adopt a plan for continual progress toward a hot lunch for every child with immediate service initiated in one of the following ways:

(1) Purchase frozen meals to be served from a central facility, a kitchen where presently possible, and a caterer, to be replaced later by a central kitchen, and/or double the kitchen shifts in existing kitchens, and/or serve breakfasts and sack lunches in schools where hot lunches cannot be served immediately.

There are those who object to school lunches as being welfare, and therefore not the proper province of the schools. If one defines welfare as anything that is done to make a child comfortable, it could well be argued that heating the school is a welfare task.

We need to ask ourselves, is it rational or human to attempt to teach anything at all to a child who is hungry or sick or tired or all three? If it is not, then we shall probably have to go ahead and feed hungry children breakfast and lunch, just because it seems like the only sensible thing to do. At the very least, we will be teaching these children and their parents that someone cares about their hunger, which is more positive than some of the things they are learning now.

We hope that today's hearing will serve as a dialog among concerned citizens based on everyone's full knowledge of all the facts at issue.

Thank you for coming to Kansas to help us and for inviting us to testify at your hearing.

Senator McGOVERN. Thank you very much, Mrs. Kitterman, for what I think the committee recognizes as a superbly documented statement. I am curious to know if you are a lawyer.

Mrs. KITTERMAN. No.

Senator McGOVERN. I wouldn't want to be on the opposite side of you in a legal battle. It is a very well done and documented statement, and the committee appreciates it very much.

(The statement referred to is as follows:)

PREPARED STATEMENT OF MRS. GARY KITTERMAN, LEAGUE OF WOMEN VOTERS OF KANSAS CITY, KANS.

I am Mrs. Gary Kitterman, speaking for the League of Women Voters of Kansas City, Kansas. The League of Women Voters is a non-partisan organization, concerned with studying and taking action on governmental issues. We are here because we support the School Lunch Task Force in their effort to secure lunches for all children of Kansas City, Kansas, and because we have a national commitment to work towards the alleviation of hunger in the United States. Many of our members have children who attend school in this district—some who receive hot lunches and some who don't.

Kansas City, Kansas, has traditionally built small neighborhood schools, with the theory that children could walk home to lunch. Not only have these small attendance centers become uneconomical to administer, but the great increase in the number of working mothers has made school lunches a city-wide need. Times have changed—and our school district needs to catch up.

It seems to us that three things are necessary to expand the lunch program in Kansas City, Kansas: a viable Federal law, available funds, and a commitment on the part of the Board of Education.

We have the law, P.L. 91–248, which recently went into effect and commits the state to plan for the extension of school lunch programs to every school within the state and to furnish a free or reduced price lunch to every needy child in the state.

Funds are available. Of a total of $6,278,012 allotted to the state of Kansas for reimbursement of food service costs, $4,502,513 was unspent as of February 1, according to monthly claims submitted to USDA. The state would have to subsidize 115,554 free and reduced price lunches daily in order to exhaust these funds by the end of the year. January's average daily participation was 21,638. An immediate expansion by 93,872 free and reduced price lunches is impossible, but we are aware, as is the state school lunch director, of available alternatives to maximize use of allotted funds from sections 11 and 32.

As of March 10, 1971, Mr. Herb Rorex, the Director of the Child Nutrition Service of USDA notified all regional offices that Section 11 funds could thereafter be automatically transferred to reimburse the 12 cents necessary from Section 4 funds in schools which are financially unable to meet the cost of free and reduced price lunches. The net effect of this directive is to authorize the State School Lunch Director to subsidize up to 100% of the cost of free and reduced price lunches or 60 cents per lunch. This will also increase the reimbursement for regular lunches from 4 cents to 12 cents.

Further perspective is to be gained from looking at what have been considered to be stumbling blocks at the local level.

Point 1

The budget doesn't cover costs now and because of state law cannot be increased more than 5%.

Facts.—1. The budget allows $36,000 for food service. 2. The food service item was increased 500% between 1969 and 1970, but none between 1970 and 1971.

Conclusion.—The food service item in the budget can be expanded while the budget remains within the legal 5% limit.

Point 2

The switch to serving Type A lunches cost the school district $10,000 in the first month of its operation.

Facts.—1. There really was no choice, in spite of the cost; the district had to switch from a la carte to Type A lunches or lose federal commodities and reimbursements.

2. Only by greatly expanded food service can Kansas City, Kansas and the state of Kansas utilize their allotments of federal funds.

Conclusion.—Kansas City, Kansas faces the choice of serving Type A lunches with maximum use of federal funds, or giving up any lunch program.

Point 3

It has been said that the number of free lunches is the real problem; that if even 10¢ or 20¢ were charged, the program could break even.

Facts.—1. Until recently, the maximum reimbursement for free and reduced price lunches was 35¢.

2. Due to recent modifications, Section 11 and 32 funds can be used to reimburse financially overburdened school districts the full cost of a free or reduced price lunch.

3. It is our understanding that in negotiations with the State office, the Kansas City, Kansas district has been offered 52¢ per lunch for those furnished free or at reduced prices, with the possibility of this amount being increased to 60¢.

Conclusion.—The district can be reimbursed for the total cost of all free and reduced price lunches which it serves, with the possibility of additional retroactive subsidies with the last claim of the school year (Federal Regulations, 210.11 (f) (g)).

Point 4

Regardless of the reimbursement rate, the district officials feel they cannot provide the 25% matching funds for equipment necessary to expand the program.

Facts.—1. The voters of the district approved a $24.5 million bond issue for general expansion and modernization of the school system, including extending the school lunch program to the entire district.

2. $8 million of the bonds have already been sold.

Conclusion.—Sufficient funds are available in the district to match federal funds for the purchase of necessary equipment. (Note: The State of Kansas Education department has adequate equipment and Section 32 funds for the districts.)

Point 5

Bond money cannot be used to finance "crash programs," i.e. temporary equipment.

Facts.—1. Of the 31 elementary schools without lunch programs, 14 will eventually receive transported lunches according to the bond proposal.

2. Food transportation equipment will eventually need to be purchased for these schools anyway and this equipment could be purchased for these schools out of the $24.5 million in bonds.

Conclusion.—Hot steam trays and trucks for transporting lunches could be bought immediately from present bond money.

Point 6

Even with reimbursement money and equipment for satellite lunches, there are no facilities which could produce these lunches.

Facts.—1. According to school officials, Wyandotte High School presently has the capacity to produce lunches for two elementary schools. Consideration has been given to including Hawthorne Elementary School with its relatively high enrollment of 988 (34% low income).

2. Arrowhead and Coronado Junior Highs also have the capacity to produce for a satellite program.

3. Additional churches and/or community schools may be available.

Conclusion.—At least four elementary schools could start a satellite program immediately, with lunches prepared in Wyandotte, Arrowhead, and Coronado. Although still inadequate, such a program would double the number of schools now in the satellite program.

Point 7

Lack of existing facilities in the elementary schools makes lunch service impossible.

Facts.—1. Some of the 32 schools do have a multi-purpose room.

2. Lunches can be served in classrooms.

3. Lunches could be served in nearby churches.

4. Stowe elementary school presently serves its pupils in the King Solomon Baptist Church. Other leaders of churches are present at this hearing and can be questioned on the prospects of using churches for this purpose.

Conclusion.—Although a hindrance, the lack of a multi-purpose room does not mean a lunch program cannot be started.

Point 8

Teachers cannot be forced to supervise children during their lunch time.

Facts.—1. If a large area is used for serving lunches, only one or two supervisors are needed.

2. Many teacher aides are already in the schools and could supply the needed supervision, whether in class rooms, multi-purpose rooms, or churches.

3. Even if additional aides are needed, the added cost would be for only one or two hours a day.

Conclusion.—With a sincere commitment to expand the school lunch program, the problem of supervision can be solved.

The commitment is made. In a release issued November 16, 1970, our superintendent of schools said, ". . . let there be no misunderstanding. The Board of Education is aware of the need. Its commitment to a hot lunch program in every school is a matter of record. It intends to proceed with all possible speed in carrying out that commitment while at the same time acting responsibly and in the best interests of the children and citizens of this community."

We suggest that it is in the best interest of the children and the community that hungry children be fed now.

Yet we still do not make lunch available for every child. We know that the adjacent, smaller Turner School District is able to serve Type A lunches at a cost to the student of 10¢ less than our District charges and still come reasonably close to breaking even. That district feels that there is educational value in serving a nutritionally balanced lunch to children. We realize that there are certain economies which result from many years experience with such a program, but we would like to believe that our administrators are at least as competent as those of other districts, that costs will be reduced, and that we will be able to operate a realistic program for all students after the initial phase of the operation.

Kansas City, Missouri is able to provide lunch for all the children of the district. Wichita has recently made a substantial commitment of local funds to expand its program. We believe it can be done in Kansas City, Kansas.

We would suggest the following:

1. That the Kansas City, Kansas Board of Education immediately apply for breakfast funds with priority being given for those schools without lunch and with the most low-income children.

2. That the State School Lunch director declare the 32 schools without lunches in the Kansas City Kansas district as unable to initiate programs without special help, and therefore eligible for 12 cents reimbursement from Section 4 funds and up to 48 cents in additional reimbursement for free and reduced price lunches served, and we understand she has agreed to do this.

3. That the Kansas City, Kansas Board of Education take advantage of additional equipment funds which we understand the School Lunch Director has available in Topeka by using money from the $24.5 million bond issue and from the capital outlay fund as the local 25% share, and that the Director be asked to transfer some Section 32 funds to equipment funding if necessary.

4. That the Board of Education adopt a plan for immediate and continual progress toward a hot lunch for every child with temporary service initiated in one of the following ways:

(a) Purchase frozen meals to be served from a central facility—a kitchen where presently possible, or a caterer to be replaced later by a central kitchen, and/or

(b) Double kitchen shifts in existing kitchens, and/or

(c) Breakfasts and sack lunches in schools where hot lunches cannot be served immediately.

There are those who object to school lunches as being "welfare" and therefore not the proper province of the schools. If one defines welfare as "anything that is done to make a child comfortable," it could well be argued that heating the building is a welfare task.

We need to ask ourselves: "Is it rational (or human) to attempt to teach anything at all to a child who is hungry or sick or tired or all three? If it is not, then we shall probably have to go ahead and feed hungry children breakfast . . . (and lunch) . . . just because it seems like the only sensible thing to do . . . At the very least we will be teaching these children—and their parents—that someone cares about their hunger . . . which is more positive than some of the things they are learning now."[1]

We hope that today's hearings will serve as a dialogue among concerned citizens based on everyone's full knowledge of all facts at issue. Thank you for coming to Kansas to help us, and for inviting us to testify at your hearing.

ADDITIONAL TESTIMONY SUBMITTED BY THE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

The League of Women Voters of the United States has made a national commitment against hunger and malnutrition and has transferred this commitment into action on the National Program. The League has further demonstrated its commitment against hunger by acting as a sponsoring organization of Food For All, Inc., a new nonprofit organization founded to expand and increase participation in Federal food assistance programs.

The members of the LWVUS are concerned that the problems of hunger and malnutrition exist in the most prosperous nation of the world. The League is concerned because, although the Federal Government has written and funded programs designed to alleviate hunger, the problem still exists. The League of Women Voters wants to see the Federal Government carry out its responsibilities to all its citizens and enforce the laws which apply to food assistance programs. Because of these concerns, the LWVUS supports the Kansas City, Kansas Hot Lunch Task Force in its effort to secure a hot lunch program in every school in the district and free and reduced price lunches for all children who qualify under federal eligibility standards.

Senator McGOVERN. The next witness is Mrs. Laner, acting State legislative chairman, of the National Council of Jewish Women.

Mrs. Laner.

STATEMENT OF MRS. S. HARVEY LANER, ACTING STATE LEGISLATIVE CHAIRMAN, NATIONAL COUNCIL OF JEWISH WOMEN, ACCOMPANIED BY MRS. EDGAR HOFFMAN, LOCAL CHAPTER VICE PRESIDENT, NATIONAL COUNCIL OF JEWISH WOMEN

Mrs. LANER. I would like to introduce Mrs. Edgar Hoffman, who is a vice president of the local chapter of the Council of Jewish Women. She is here with me also.

I am Mrs. S. Harvey Laner, acting State legislative chairman of the National Council of Jewish Women.

The Council of Jewish Women is dedicated to the furtherance of human welfare in the Jewish and general communities, locally, nationally, and internationally. Our national program has given highest priority to emphasis on programs to provide for the nutritional needs of children, particularly those of low-income families.

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[1] Gussow, Joan Dye, "Bodies, Brains & Poverty: Poor Children and the Schools" *IRCD Bulletin*, Horace Mann-Lincoln Institute, Teachers College, Columbia University, September, 1970.

Our organization believes, as stated by our president, that "the school lunch should be a basic part of a free public school education in which every child has a right."

We also agree with the recommendations of the White House Conference on Health and Nutrition that "every child has a right to the nutritional resources that he needs to achieve optimal health. The school, historically the vehicle through which Americans implement important national and community goals, is unequaled as the institution by which the right can be fulfilled, and with an enormous impact on the nutritional status of the people as a whole."

When President Nixon signed new legislation May 14, 1970, to amend the National School Lunch and Child Nutrition Acts to fund breakfast, lunch, and a day care feeding program by $1 billion, council was hopeful that many of the schools not serving hot lunches would begin. However, the movement forward has been disappointing, and we see here in Kansas City, Kans., the microcosm of the nonimplementation of the programs.

In Kansas City, Kans., School District No. 500 only four new schools have been opened to lunch programs. Prior to the new legislation, 14 schools were serving type A lunches. At this time in Kansas City, Kans., we have the original 14 schools plus the four additional schools, plus nine schools which were formerly serving a la carte lunches serving type A lunches now, for a total of 27 schools. That leaves 11,661 children in the city who still do not have access to any lunch programs—315 schools in the State of Kansas and 946 schools in the southwest area are without lunch programs.

Congress is providing more and more funds so that all children in need have an opportunity to receive free or reduced price meals at schools on a uniform and anonymous basis, yet many, many needy children are still not included in lunch programs. This is our concern.

Where do the programs go wrong? Since a local school district must initiate programs, the establishment of lunch programs is voluntary. Many schools do not provide programs and thus the children go hungry.

In Kansas City, Kans., the administration has been slow in effecting a program. There have been innumerable reasons; inertia, lack of ordering of priorities, failure of a bond issue; and now rising costs, a State-imposed budget tax lid, and increased teacher salary demands make finding ways to finance new programs very difficult.

The new Federal legislation has accomplished some good. Under the threat of losing agricultural commodities as of January 1971, the nine schools previously serving a la carte lunches were converted to type A lunches, thus qualifying them to serve students for reduced and low priced lunches. Also we do have the additional four new schools which were equipped and now serve type A lunches.

There are still monies for facilities available—$50,000 equipment moneys has been earmarked at the State level if Kansas City, Kans., will provide the 25 percent matching funds. However, the board has not been willing to allocate the moneys for additional equipment or creatively use Federal moneys to provide cold, catered, or satellite type feeding programs for the remaining 31 lunchless schools.

In addition, the State legislature has not shouldered the responsibility of providing the necessary funding at the State level. Only 22 States, as of August 10, 1970, had appropriated any school lunch money at all. This means that the matching funds come chiefly out of the pockets of the childen buying lunches. Thus the greater share of the monies go for support of middle-class lunches.

In Kansas, of the over $2.6 million received under section 4, the school district serving the largest number of type A lunches will obviously receive the largest share of the monies. This is easily discernible when you consider Shawnee Mission, an affluent school district across the county line, serves a type A lunch to every one of its students, while 11,661 in Kansas City are not fed at all. Shawnee Mission receives thousands more than Kansas City.

With the new amendments each State is required to provide matching funds. For the total of over $7 million, Kansas share for 1972 is $313,000. This figure was supplied by Miss Scholz, director of school lunches.

At this moment it looks very dubious that there will be any appropriations at the State level, and Kansas could well be deprived of our $7 million Federal aid, or be allowed to continue to match from the schoolchildren's lunch monies.

If all such money to the school districts is stopped, it will create a greater hardship on the district to provide free and reduced price lunches. It might mean the discontinuance of those lunches now provided in Kansas City. Shawnee Mission would lose $300,000 in section 4 funds alone.

Added to this, the problem is that, if the precariously funded milk program is discontinued, then all school districts would be faced with sharply increased food funding problems.

The Council of Jewish Women believes that the major intent of the Federal legislation to feed hungry children has not been carried out. We recommend that some stick be added to the carrot.

We are aware that the new legislation requires the State to put up 40 percent of their share in specific appropriations of tax funds, the amount to be reduced to 10 percent by 1970. It was the mandate of the Congress for each State to match funds, but why, when the States do not appropriate their share, deprive them of funds? We, the people, suffer, and it is a long time before we can elect a new legislature or Governor. What stick could be applied to legislation to force State funding?

Federal legislation states that each school authority must devise a plan to provide free and reduced price lunches. Also, if free school lunches are provided in some of the district schools, then the district must provide free school lunches in all of the district schools. This is title 7, section 245, of the Code of Federal Regulations.

However, legal action must be taken, as the citizens of Kansas City have learned, under the 14th amendment, and we must wait for years for the disposition of the case. Perhaps the law should be worded more explicitly with some method of providing hearings, court action, and enforcement.

Other changes in legislation might provide for a waiver of the 25 percent requirement of matching funds for facilities and equipment for districts whose students come in some proportion high in poverty and low-income families. Such a provision would ease the initiative process for programs similar to that in the Kansas City area, for with facilities it would be hard not to provide lunches.

Council supports the recent change in Federal guidelines for allocation of moneys to the States which makes possible larger distribution in those areas whose greatest number of persons are on welfare and are low income, rather than the distribution based on the number of lunches served the previous year. We hope these guidelines will continue to be implemented.

On behalf of the Council of Jewish Women, I would like to thank you for coming to Kansas City and for listening to our testimony.

Thank you.

Senator McGovern. Thank you very much, Mrs. Laner, for a very, very helpful statement. We appreciate that.

(The statement of Mrs. S. Harvey Laner follows:)

Prepared Statement of Mrs. S. Harvey Laner

I am Mrs. S. Harvey Laner, Acting-State Legislature Chairman of the National Council of Jewish Women. The Council of Jewish Women is dedicated to the furtherance of human welfare in the Jewish and general communities—locally, nationally, and internationally. Our national program has given highest priority to emphasis on programs to provide for the nutritional needs of children—particularly those of low-income families.

Our organization believes as stated by our President that: "The school lunch should be a basic part of a free public school education in which every child has a right". We agree with the recommendations of the White House Conference on Health and Nutrition that "Every child has a right to the nutritional resources that he needs to achieve optimal health. The school, historically the vehicle through which Americans implement important national and community goals, is unequaled as the institution by which the right can be fulfilled, and with an enormous impact on the nutritional status of the people as a whole".

When President Nixon signed new legislation May 14, 1970, to amend the National School Lunch and Child Nutrition Acts to fund breakfast, lunch and day care feeding programs by one billion dollars, Council was hopeful that many of the schools not serving hot lunches would begin. However, the movement forward has been disappointing and we see here in KCK the microcosm of the non-implementation of the programs. In KCK School District No. 500, only four new schools have been opened to lunch programs. Prior to the new legislation, 14 schools were serving Type A lunches. At this time, in Kansas City, the original 14 schools, plus the 4 new schools, plus 9 schools which were formerly serving a-la-carte lunches, serve Type A Lunches, for a total of 21 schools. We find, however, that 11,661 children in the city do not have access to any lunch program. 315 schools in the State of Kansas (88 of which are parochial schools) and 946 in the Southwest[1] area are without lunch programs.

Congress is providing more and more funds so that all children in need have an opportunity to receive free or reduced price meals at schools on a uniform and anonymous basis, yet 5 million of the needy 9 million children still are not included in lunch programs. This is our concern.

Where do the programs go wrong?

Since a local school district must initiate programs, the establishment of lunch programs is voluntary. Many schools do not provide programs and thus the children go hungry.

In Kansas City the administration has been slow in effecting a program. There have been innumerable reasons . . . inertia, lack of ordering of priorities, failure of a bond issue, and now rising costs, a state-imposed budget-tax lid and increased teacher salary demands make finding ways to finance new programs very difficult.

The new legislation has accomplished some good. Under the threat of losing agricultural commodities as of January 1971, the 9 schools previously serving a-la-carte lunches were converted to Type A lunch programs . . . thus qualifying students for reduced and low priced lunches. Also, 4 new schools were equipped and now offer Type A lunches. Monies for facilities are still available. $50,000 equipment monies are ear-marked for Kansas City if they will provide the 25% matching funds. However, the Board has not been willing to allocate the monies for additional equipment or creatively use federal monies to provide cold, catered or satellite type feeding programs for the remaining 31 lunchless schools.

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[1] Information from Food and Nutrition Service, USDA SW Regional Information Office, Feb. 3, 1971, 500 S. Ervay Street, Dallas.

In addition, the state law-makers have not shouldered the responsibility of providing the necessary funding at the state level. Only 22 states as of August 10, 1970,[2] appropriate any school-lunch money at all. This means that the "matching funds" come chiefly out of the pockets of the children buying lunches. Thus the greater share of the monies go for support of middle class lunches. In Kansas of the over $2.6 million received under section four, the school district serving the largest number of Type A lunches will obviously receive the largest share of the monies. This is easily discernible when you consider Shawnee Mission, an affluent school district across the county line, serves a Type A lunch to everyone of its students, while 11,661 in Kansas City are not fed at all. Shawnee Mission receives thousands more than Kansas City.

With the new amendments each state is required to provide matching funds. For the total of over 7 million dollars, Kansas' share for 1971–72 is $313,000 (figure from Mrs. Ruby Scholz, Director of School Lunches for the State Board of Education of Kansas). At this moment it looks very dubious that there will be any appropriations at the state level; and Kansas could well be deprived of our $7 million Federal aid, or be allowed to continue to match from the school children's lunch monies. (The state supplied last year 3% of matching funds in administrative costs.)

If all such money to the school districts is stopped it will create a greater hardship on the districts to provide free and reduced lunches. It might mean the discontinuance of those lunches now provided in Kansas City. Shawnee Mission would lose $300,000 in section 4 funds alone. Added to this, the problem is that if the precariously-funded milk program is discontinued, then all school districts would be faced with sharply increased food funding problems.

The Council of Jewish Women believes that the major intent of the Federal legislation—to feed hungry children—has not been carried out. We recommend that some "stick" be added to the "carrot".

We are aware that the new legislation requires the states to put up 4 percent of their share in specific appropriations of tax funds (with the amount to increase to 10% by 1976). It was the mandate of the Congress for each state to match funds, but what happens when the states do not appropriate their share . . . deprive them of funds? We, the people, suffer . . . and it is a long time before we can elect a new Legislature or Governor. What "stick" could be applied to legislation to force state funding????

Federal regulations state that each school authority must devise a plan to provide free and reduced price lunches. Also, if free school lunches are provided in some of the district's schools then the district must provide free school lunches in all the district schools. (Title 7, Section 245,3 (a) of the Code of Federal Regulation.) However, legal action must be taken as the citizens of Kansas City have learned under the 14th amendment and wait for years for the disposition of the case. Perhaps, the law should be worded more explicitly with some method of providing hearings, court action and enforcement.

Other changes in the legislation might provide for a waiver of the 25% requirement of matching funds for facilities and equipment for districts whose students come in some proportion high in poverty and low-income families. Such a provision would ease the initiative process for programs in the Kansas City area . . . for with facilities, it would be hard not to provide lunches.

Also, Council would support a change in federal guidelines for allocation of monies to the states which would insure larger distribution to those areas with the greatest number of persons on welfare and low income families rather than on basis of number of lunches served the previous year.

On behalf of the Council of Jewish Women, I would like to thank you for coming to Kansas City and for listening to our testimony.

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[2] The Children's Foundation memo re State Contributions to Child Nutrition Programs, August 10, 1970.

ADDITIONAL TESTIMONY OF MRS. S. HARVEY LANER, NATIONAL COUNCIL OF JEWISH WOMEN, STATE LEGISLATION CHAIRMAN

In newspaper publicity (*KC Star*) before the Hearing on March 15th, the Kansas City, Kansas School Administration stated the loss after the addition of 4 schools to Type A lunch program with satellite service was over $9,000, and that the free and reduced price lunch subsidy was the cause of the loss. I think it would be well to note, as it was again mentioned in testimony, that at the time that the 4 schools were added to Type A lunch service that 9 other schools (several junior and senior highs with large attendances) were changed from a-la-carte service to Type A. For the first time 13 schools were now able to offer free and reduced price lunches. A petition was sent home with the children and of course the number of applicants was large. I do not think that the Administration explained fully why their first month of operation showed such a large loss.

During a discussion with Dr. Frazier (Chief Financial Officer of KCK District) prior to the Hearing, he said because of the loss mentioned above that the school district had no plans or intentions of providing free or reduced lunches (extending Type A lunch program) to any more schools. (This was before the communique making more monies available under section 11 and section 32.)

Senator **McGOVERN**. Our final witness in this first panel is Mrs. Jestine Bohannon, president of the Council of Tenants Association.

It is my understanding you have a very brief statement, and then there are three or four persons who you also wanted to make very brief statements. We can do that provided the statements are all very brief so we don't run too far out of our schedule.

Mrs. **BOHANNON**. Yes, I think they will be. The time that it would take them to make these statements would be the same time it would take me to read what you have already gotten.

Senator **McGOVERN**. That is fine.

STATEMENT OF JESTINE BOHANNON, PRESIDENT, COUNCIL OF TENANTS ASSOCIATION, ACCOMPANIED BY ESTHER RHYNES, LUE LEE JOHNSON, AND EVERLENE WRIGHT

Mrs. **BOHANNON**. As you heard, I am Mrs. Jestine Bohannon, president of the Council of Tenants Association, a representative of the Welfare Rights in Greater Kansas City on Races and Religion.

I appreciate the opportunity to appear here this morning and to be able to give you an account of the school lunch program in Wyandotte County.

As the committee knows, adequate lunch each day is as essential as quantity of teachers and textbooks in order to obtain an education. We all know that, and I am sure each and every one here today will agree to that; those things are necessary.

I feel that 10 words from a person who lives and wrestles with these problems daily will be worth more than anything that I could have written and read in a report. So if the committee agrees, I would yield my time to four people who can tell you exactly the problems there are.

I would like first to call Mr. Tom DeCoursey, an attorney who has worked with us in the program.

Mrs. **RHYNES**. My name is Esther Rhynes. Mr. DeCoursey was here and he had to leave for an important bar association meeting.

I particularly am interested in the applications of the youngsters from the poverty areas, the application that is sent by the school board to the parents. I find fault with this in that the only thing that I find necessary should be the number of children in the family to be fed and the family's annual income. As it turns out, this is not the case.

The application goes on to ask about sources of income rather than just total income, period. It goes on to ask about family problems which has nothing to do with hunger.

As far as I am concerned, my main beef happens to be the fact that the application itself is demeaning. Besides that, it takes like 10 days or 2 weeks for the application to be implemented.

Thank you.

Senator McGOVERN. Senator Dole just raised the question of whether we could get a copy of the kind of application being used.

Mrs. RHYNE. I believe they are publicly available. I will see if I can't get one for you.

Senator McGOVERN. Very well. Without objection, we will make one of those a part of the hearing record.

(The application above referred to is as follows:)

Unified School District #500 **Name of School**____________________

Application For Free and Reduced Price Lunches

If you are interested in a free or reduced price lunch for your children for the rest of this school year. answer all the questions on this form. sign it on the back and return it to the principal of your school AS SOON AS POSSIBLE.

You will be notified within ____ days if your children are eligible for free lunches or for reduced price lunches.

I. Tell us about your family

A. The name of your family: ________________________

B. The address of your family: ________________________

C. The number of people, including school children, that are in your family: ________

1. The number of your children attending this school: ______

2. The number of your children attending other elementary or high schools: ______

3. The number of your children attending day care centers or Head Start: ______

II. On the back of this form show the names and grades of your children attending school and the name of each school.

III. Tell us about the income available to you and other members of your family. Tell us wages from employment before deductions. Tell us about your income for the past 12 months and income for last month.

	For the past 12 months	For the past month
Wages from employment	$______	$______
Income from self employment, including farming	______	______
Welfare or relief grants	______	______
Social Security or other pensions	______	______
Other sources	______	______
	______	______
Total	$______	$______

IV. Tell us about any special hardships or money problems that you have:

V. Names and grades of children from your family attending schools:

CHILDRENS NAME	NAME OF SCHOOL	GRADE

This information I have supplied in this application is true and correct, to my bes knowledge and belief. I am an adult member of this family.

Date (Signature)

THE WYANDOTTE COUNTY LEGAL AID SOCIETY, INC.,
Kansas City, Kans., March 15, 1971.

Senator GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs, Senate Annex, Washington, D.C.

DEAR SENATOR MCGOVERN: I would like to submit the following statement to be included as a part of the testimony in connection with the school lunch controversy in the Kansas City, Kansas school system.

I am the local counsel in a suit entitled, *Walker, et al.* vs. *School District No. 500, et al.* This lawsuit was filed in April, 1969. The substance of the lawsuit was an attempt to compel the Board of Education to provide free or reduced price lunches to all children in School District No. 500. After preliminary motion, etc., the case was set for trial in February, 1970. One day prior to the date of trial, the superintendent of schools became ill, and the trial had to be postponed. Since then, there has been little or no activity in the lawsuit; we are simply awaiting the federal judge to set a trial date.

The people of Kansas City, Kansas effectively have their hands tied before what you might call the slow moving judicial machinery. The judicial machinery will probably be set back even further on April 1, when Judge Stanley retires from the federal bench. It is now almost 2 years since the filing of this lawsuit, and to the citizens, particularly the poor citizens, the judicial machinery has not appeared to be an effective remedy for the problem. I would thus urge this Committee to take whatever steps you possibly can to implement a school lunch program in Kansas City, Kansas within the framework of the legislative branch.

Sincerely,

THOMAS DECOURSEY.

Mrs. JOHNSON. My name is Lue Lee Johnson, and I have two children going to Northwest. I have six children going to Dunbar School where there is no hot lunch served at all; but they do have milk, but you have to buy the milk, and sometimes the milk is sour.

Over at Northwest they don't have a variety of desserts. Mostly they serve them Jello, and the children that receive welfare do not have a variety of beverage. They get milk every day, no Kool-Aid or anything else.

Mrs. WRIGHT. I am Mrs. Everlene Wright. I have two children in school, one at Sumner High School and one at Northeast. When they go to school to get their food, there is no desserts there for them. When we got our slips for to fill out, it took about 10 or 12 days before they could get food. Some of the food, the boy at Sumner was sick off of baked beans and some got sick off of fish. I think that they should have decent food.

They say it is commodity food. We parents know that this commodity food is rank when we get it, and we have talked about this all the time, and why do the children have to eat commodity food. When they get home, they say, "Do we have to eat this again?"

So I can understand. When the children go to Sumner, they don't have a chance to pick their food, and some can't eat this food, and if they don't eat it it is thrown away. I think that they should have better food to eat.

Mrs. RHYNES. Not to be repetitous, but I neglected to mention another fact, that the food lunch program at some of the junior high schools, one in particular that I have in mind, happens to be discriminating, in that youngsters who pay for their lunches pay cash, and it is obvious the youngsters who are on the food aid program or whatever have special tickets and they show these particular tickets, which does make it discriminating.

It is not a fact, as stated in the proposed program, that all students have tickets and they are coded and you can tell, only the school administration can tell from the codes whether these students are on food aid or whatever. It is not a fact that it is this way. Some students pay cash, others buy lunch tickets, which are different from the ones that the youngsters who are on the free lunch programs have.

Senator DOLE. If there is some specific case, and this is an area I know——

Mrs. RHYNES. Northwest Junior High School happens to be the example.

Senator DOLE. Northwest. I know this is a matter that has been discussed before in our committee with officials of the USDA, where there should not be this practice, and maybe this should be checked.

Mrs. RHYNES. It is as of yet still a practice.

Senator DOLE. It is existing now?

Mr. RHYNES. Yes, it is. I have a youngster attending there.

Mrs. **Bohannon**. We thank the committee for allowing us this time to present to you some of the problems, and I am sure that these ladies have made it plain and clear that we do have problems, even in the schools where we have lunches, you know, so we thank you for allowing us time to appear.

We thank the committee for coming to hear some of our problems.

Senator **McGovern**. Thanks to you, Mrs. Bohannon, and your associates for your testimony.

I just want to raise two questions before I defer to Senator Dole and Senator Bellmon.

It seems to me that running through the testimony we have received from all of you people on this initial panel there is one theme that we keep hearing, and that is the general impression that people who are responsible for setting the priorities in the school programs in this district have the tendency to assume that there is a public responsibility to provide education, to provide school books, to pay teachers' salaries, to put up school buildings when they are needed, but, somehow, when it comes to assuring an adequate diet for school children, this is regarded as a welfare problem, something beyond the real responsibility of the community as far as its educational program is concerned.

Maybe I can direct this question to Reverend McGlinn, who opened the testimony for this panel.

Do you think, Reverend McGlinn, that may be the fundamental problem we have as far as attitudes are concerned, because, after all, somehow the funds can be secured through a combination of Federal, State, and local support if the attitudes of the local people are sufficiently aroused. Would you agree, that really we have an attitudinal problem here as much as anything else in explaining why only a handful of the schools that you have marked there on the map (indicating) have any kind of school lunch program at all?

Reverend **McGlinn**. I definitely believe attitudes are a part of the picture.

I would like to quote a statement from yesterday's Kansas City Kansan newspaper. It says:

> School board members also have indicated that they feel that such expenses, that is, for lunch programs, should be covered through welfare sources.

I think that certainly this philosophical difference between who should pay for these things is part of the picture. I think another attitude involved is what many people in the community feel to be an insensitivity on the part of the school board for the problems of the poor and the minorities in general.

Senator **McGovern**. If, as Mr. Zumwalt says, an adequate diet is essential to the learning process, and I don't think anyone familiar with the problem can dispute that, how do you explain the fact that people fail to see the relationship between an adequate diet and the overall objective of the people of Kansas City, which is to give their children a good education?

Reverend **McGlinn**. The school board really has accepted that responsibility by their commitment, their long-range commitment to provide lunches. However, I think politically it is not reasonable to provide an intermediate program.

You see, the attitudes I am talking about are not only a part of the school board, as I see it, but also very much a part of this whole community of Kansas City, Kans.

Senator **McGovern.** Mrs. Kitterman, you came up with positive suggestions that the school board might implement now, including setting aside some of the school bond money to provide facilities.

Have you made that case to the local school officials as you did to this committee?

Mrs. **Kitterman.** No, we have not. We really just came up with these facts as we were preparing for this hearing, so we are hopeful that perhaps——

Senator **McGovern.** Can we assume that maybe you will be making that presentation to local officials as well as to this committee?

Mrs. **Kitterman.** I am looking for our president.

Senator **McGovern.** I should think some of these things that were brought out today, if made by you people who live in this area, if you would make that kind of a presentation, as forcefully as it was made here today, to members of the school board and to the local officials and the State officials, it might be helpful. Perhaps you would have more influence than we would, as the committee.

We are willing to do everything we can, but in your statement you said that the Congress had come forward with much more generous funding, that we have reformed the laws, and that what is missing is a local commitment to implement these programs. That being the case, I have a hope that all of the witnesses here, as well as others who come under the influence of these hearings, would do what they could to see that available funds provided by the Federal Government and available reform guidelines in these new programs would become a part of the local programs. We can do only so much from Washington and then, it seems to me, it is up to the local community to develop the kind of commitment and understanding that permits the local people to take advantage of these programs.

Mrs. **Kitterman.** We will do that, and you might also be interested in knowing that the League of Women Voters is working now to get the funds restored to the budget so that we will have State matching funds available. We will be working on these projects locally, and one of the values of this hearing to us is that it got some more groups involved, really involved in the problem.

Senator **McGovern.** It is hard for me to believe that people in Kansas City are any less humane or imaginative than they are in other parts of the country. It seems to me if these facts could be brought to bear forcefully on local officials, something could be done.

That is the point I am getting at, that maybe we need to do more in the way of education and provide some of this persuasive ability in terms of our own local situation here.

Senator Dole, do you have questions?

Senator **Dole.** First, a comment. I commend the staff for arranging the panels in the order they have, because this panel, of course, coming first, the purpose was to raise the questions, and then perhaps have responses to those questions from succeeding panels.

I am interested again in the statement made in Mrs. Bohannon's statement with reference to a so-called different ticket given the child who cannot pay. We will pursue that in a general way because, as I understand the law and the regulation, that it no longer is to be done and should not be done for very obvious reasons.

I think it also is well to point out, as Mrs. Laner has and Mrs. Kitterman has, there now is a State obligation and that obligation must be met, but I think Mrs. Laner suggests that there must be some more effective way to make certain it is met. I assume the remedy is withholding other funds, which really doesn't solve the problem, and it might worsen it.

I haven't discussed this with State legislative leaders but, of course, the Kansas Legislature is now in session and it may be that they will provide that 4 percent which would mean, how much, about $100,000, as I understand it.

I am just wondering generally, you have all heard one another testify and give statements, which we appreciate. Did the statement of one bring on a question by someone else that hasn't been raised. Is there something we haven't covered, because this part of the record it most important. It is important to us because it gives us the picture as you see it, representing the community. It gives our staff an opportunity, then, to check with all the different Federal sources and with all the different problems and problem areas in the agencies to see what we can do.

Does anyone have any further input?

Reverend McGlinn.

Reverend **McGlinn**. In regard to the question raised by Senator McGovern, I think that in the past 10 years there have been numerous groups that have approached the school board trying to suggest ways to help them, really, in providing school lunches for our children. To every group, to my knowledge—and I have been a part of several of those personally—there is nothing but a cool reluctance to even hear any input other than from the board itself. So I think very definitely, here again, the attitudes are involved.

Senator **Dole**. I think with reference to Mrs. Kitterman's statement at the bottom of page 3 and 4, because this has been a question that I have been aware of, the problem of teachers being required to supervise during their lunch hours. You raise several alternatives. I think you mentioned quite a few. Not mentioned in your statement was one of volunteers. Is that a real possibility? Are parents willing to volunteer or are others willing to volunteer?

Mrs. **Kitterman**. It is really just a matter of speculation as far as we are concerned at this point. I don't have any hard facts on that.

Senator **Dole**. The point I am making, if there is this commitment, then there should be some people willing to step forward if they have a commitment, not just trying to commit this person or that person, but if I have the commitment, then I should be willing to do something in addition to calling for a commitment, which would mean it could be supervised by parents who are concerned about their children, by others who are represented here who are concerned about children generally. That might offer some opportunity, though I imagine that might be an administrative problem. I think it is a point that should be pursued.

Mrs. Laner said if I asked her any questions she might collapse, so I am not going to do that, but I do appreciate your statements and the statement of those who have raised questions about tickets, the question about the quality of food.

I am wondering, this hasn't been complained of. I have been in hearings pretty much around the country, not as many as the chairman has, but let me say to those here that there are problems everywhere in America, they are not all located in one area.

Are you suggesting this has been an isolated incident or is this something that happens far too often?

Mrs. **Bohannon.** I wanted to speak on it. You mentioned the quality of food. That is what I wanted to speak on. In the areas where they do have hot lunches, kids complain all the time about eating commodity food. Do you know what commodity food is?

Senator **Dole.** Yes.

Mrs. **Bohannon.** They were complaining about it where they do have the lunches. Most of the food is commodity food, even the ones that have to pay for it, they get real uptight about that, you know, eating commodity foods, paying 45 cents for a commodity lunch and then coming home and eating it for dinner. So the kids get real uptight about that.

I don't know if there is anything that can be done about it, whether we can put something else into that hot lunch or not, but they are real uptight about it.

Senator **Dole.** Have you visited the school yourself to check on the program?

Mrs. **Bohannon.** Yes. Not too frequently because I don't have too much time, but I do visit the school and I have had lunch at, you know, the school cafeteria, and I am a real old pro at commodity foods and I know it was commodity foods.

Senator **Dole.** Do the other ladies who mentioned specific things have an opportunity to visit the schools?

Mrs. **Rhynes.** Oh, yes, I have visited the school more than one time, and I can't see that having type A lunch is synonymous with having only one menu, which some of the junior high schools previously, before the hot lunch program was initiated, had a la carte menus for lunch, and I can't see that it is synonymous just to have a type A program, you have only one menu. To me this is almost like a waste, because there are some things that some youngsters don't like, that they are allergic to, or for other reasons don't eat, and I can't see that it is necessary to have a type A lunch, you must have an inflexible menu.

Mrs. **Johnson.** My son eats in the last period. He said when they got around to the last group they didn't have enough meat to go around for all the children, so they just had to settle for the vegetable and dessert and the milk. Sometimes they don't have enough meat to go around. On Friday it is fish.

Senator **Dole.** That was an exception, does that happen frequently?

Mrs. **Rhynes** That's not infrequent. Even when they had the a la carte menus, even before they initiated the program, in some junior high schools I am familiar with, they run out of food, serve the youngsters leftovers from yesterday or last week.

Mrs. **Wright.** I have a boy, this happens to him. I think it is hard, and sometimes they have maybe some potato chips from a snack bar and commodity food. They also have that. But now it does make them sick. I don't know whether they got sick about the fish, but at Northeast I do visit and they do serve commodity food, and that commodity food is spoiled, and if you don't believe it is spoiled, you let me know, I will introduce you to all you want when we go pick up our commodity, such as milk, rice, and meal, and some other stuff.

See, this I do know, and we have complained about it. To now go to school and get this and when they do fill out these slips, like I first said, the children have to wait, and if they lose their ticket and still have to go back, the food is not served like it is supposed to be.

This is over at Sumner, because I had the experience on my son going to Summer. That is where they had the baked beans and the boy was sick off of it.

Senator **Dole**. This is one point to check out.

I appreciate your presence and I will now yield to my colleague from Oklahoma, Senator Bellmon.

Let me again make clear, as the chairman has, if there is some area that you feel we haven't covered, some area that you may think of between now and the time the hearing is adjourned, you are entitled, of course, to file supplementary statements which will be made a part of the record and which will be studied in reference to Mrs. Rodriquez' statement that we should not only talk, we should study the proposal. I can assure you this committee does that. We don't have any magic solution, but we will make an effort to help the administration and help those who are directly involved in finding a solution.

Thank you.

Senator **Bellmon**. Mr. Chairman, I have a few questions.

First, I would like to ask Mr. Zumwalt, you are the one who gave us the photographs?

Mr. **Zumwalt**. Yes.

Senator **Bellmon**. I assume your reason for giving us these photographs was to show that in the areas where the school lunch program isn't operated the children go at noon to the snack counters and buy whatever they want. Is that your reason for giving us these?

Mr. **Zumwalt**. If they have money, they go to the nearest place they can get something and generally it isn't a balanced lunch. It is potato chips, a bottle of soda pop, a candy bar, whatever it might be. That is on the assumption that they have money.

In the more poverty areas, that is not a large percentage.

Senator **Bellmon**. Do these stores that sell these things that we see the children eating, candy bars and potato chips and Cracker Jacks and other knick-knacks, sell things like fruit or milk and sandwiches?

Mr. **Zumwalt**. A very few of them do. There are a few grocery stores involved which would sell fruit. As for milk, you would have to buy it in a little larger quantity than the half pint that would be inefficient. It would be in the quart size.

Senator **Bellmon**. My reason for raising the question is that it seems to me, and I know it happens because I have children, even if you have a lunch program, they do a lot of times spend their lunch money for soda pop or Cracker Jacks. Do you have any suggestions as to how we go about teaching children what a good diet is or give him some training in nutrition?

Mr. **Zumwalt**. The best way is like a lot of school systems have done, and most of the school systems in the circle around Kansas City, Kans., what they call a closed lunch hour. In that way they are not allowed out into the streets, which has other effects, too, and we can provide them with hot lunches.

Senator Bellmon. In other words, you require them to eat in the school, eat the lunch that is served in the cafeteria?

Mr. Zumwalt. Yes, that is usually the general way in most of the schools around the Kansas City area.

Senator Bellmon. Do the other witnesses generally agree this is a good program?

Mrs. Rhynes. Yes, I would, in particular. You know, not to get into other problems other than the free food program for youngsters who can't afford it, but besides teaching the youngster good nutrition, we talk about juvenile delinquency and that kind of thing, and you have no idea how many youngsters go home to no one home and eat what they can find, if there is something to find, or steal from the corner store. But that is nothing but candy and potato chips, anyway. I think the closed system is a good way to get around many of the problems.

Senator Bellmon. Let me ask you two questions. I believe someone, at least I understood them to say, said that they received commodities.

Mrs. Rhynes. Pardon.

Senator Bellmon. Someone of you testified that she receives commodities. When you get commodities, do you receive from the U.S. Department of Agriculture any help in how to use those commodities? Is there any education in nutrition that would help you do a better job in feeding your family?

Mrs. Bohannon. The question was, did we get information on how to use it?

Senator Bellmon. How to use the commodities and any assistance in planning diets for your family?

Mrs. Bohannon. Yes. Each month they send out recipes and information on how to use it, how to fix it. Of course, as I told you, I am an old pro at it now. I know just about everything in the book how to fix it, anyway. I raised 10 kids on it so, therefore, I am an old pro at it, you know. But they send out a type of recipes and instructions, you know, of how to fix it when we pick it up each month.

Senator Bellmon. Do you find these recipes and instructions helpful or are they of any value?

Mrs. Bohannon. Helpful?

Senator Bellmon. Yes.

Mrs. Bohannon. No.

Senator Bellmon. If you weren't an old pro, would they be helpful?

Mrs. Bohannon. I didn't hear you.

Senator Bellmon. I said, suppose the persons receiving commodities were not an old pro like you are. Would it help them?

Mrs. Bohannon. It wouldn't help them at all, due to the fact that the recipes call for so much stuff that you don't have money to make it eatable. It would help me because I know how to fix it without all of that, but if you don't have money to buy the ingredients that the recipes call for to go in there, it wouldn't help you at all.

Senator Bellmon. Do you have a comment on that?

Mrs. Wright. No; she said just about all I have to say. If you do know how to fix it, when it is spoiled, how can you fix it? The majority of it, as I told you before, is spoiled, and if you don't believe it I will get you ones to bring you the commodity to see. What you can use and know how to fix it, then you still ain't got anything to eat, cheese, as

I told you before, meal, rice. I have went into all the milk, canned milk, and before this last powdered milk, it got black at the bottom. It is not good. That is not healthy. As far as I am concerned, I can't eat it anyway because the doctor said it is against me. About this much (indicating) at the bottom is black. If you don't believe it, when I get some I'll show you.

Who would want to feed the youngsters that? You wouldn't want to feed them that and I wouldn't either. It would make them sick. The 17-year-old boy, he can't eat it at all.

Senator **Bellmon**. I appreciate your comment about the quality, but do you get any information at all that would help you use it if the quality was good? We will have to check into this quality question.

Also I think we will have some witnesses later about that.

Mrs. **Wright**. Mrs. Bohannon said that we don't have the money to buy all the things you are supposed to put in those recipes, because we don't get enough money to buy all that.

Senator **Bellmon**. So you'd like to see the recipes call for only the ingredients that are distributed through the commodity program.

Mrs. **Wright**. Yes.

Senator **Bellmon**. Let me ask another question of the panel. We have discovered here that apparently there is some need for better nutritional counsel from the USDA. Do you feel that the schools could do a better job of teaching the children as to what they should eat so that when they had money they wouldn't spent it all for soda pop and Cracker Jacks?

Mrs. **Rodriquez**. I will tell you about what I do know about it. The school in my district, which is Major Hudson, is constantly sending out little flyers to the parents about the children buying trash for lunch. By this I mean foodstuffs that are not good for them, you know, for a meal, soda pop, potato chips, candy bars, gum, and a lot of these parents have to work, and I am talking about the mothers, they have to work to make ends meet. They give the children lunch money.

There is a little store there that sells hamburgers and stuff like that, but the kids are not buying food to eat, they are buying things that are not supplementary to a diet, so it isn't doing a bit of good to give these kids lunch money. So then some of these kids don't even have lunch money, and I know that I have fed some in my home because my son brought them home and said they had no lunch to eat. This is what concerns me.

These kids' mothers have to work, they send the kids to school and they have nothing to eat. Some only have some bread and butter and some have bread only and some have nothing at all.

So I see a failure within the school system. They are being told but they are not enforcing it, so, therefore, I think if the children are going to be given money to eat at school, and those that aren't getting it at all, something should be done to clear that up. In other words, it is a failure of what they are doing because it is just not working. They need to be kept in school where they won't be allowed to go to the neighborhood store and buy a lot of stuff that is not good for them.

Senator **Bellmon**. Thank you.

I would like to ask Reverend McGlinn a question. I think this may relate to others as well.

From the testimony that has been given this morning, it appears that one of the big problems is with the Board of Education of School District No. 500. Is School District No. 500 a large district that includes an area that goes beyond the lower income section of the city?

Reverend McGlinn. If I may use the map, I can point it out.

District No. 500 extends from the northeast, the central eastern, the southern sections of the city, and includes the annexed portion of Western Wyandotte County.

The more affluent residents of the county largely live in the western district, all of which have lunches.

There is another adjacent district of Turner that roughly covers this area [indicating], but otherwise this is kind of the picture of the boundary of the district.

Senator Bellmon. Do the poorer people of the district have any representation at all in the school board?

Reverend McGlinn. In the election of school board members, the election is districtwide and, consequently, there are no subdistricts that might represent the poor people, so supposedly all of the members of the board are elected to represent all the children in the district.

Senator Bellmon. The fact that it appears to be that the district, I am not sure that you testified to this effect, that the district, I believe you said in your statement at the bottom of page 3, School District No. 500 has shown it is not convinced of the educational value of school lunch programs. Indeed, the district appears to be a virtual island, and so forth. Do you have any suggestions as to how we could avoid that kind of problem, not only here but in other districts around the country?

Reverend McGlinn. I didn't hear the last part of your question.

Senator Bellmon. Do you have any suggestion as to how the Congress might help avoid the problem of having districts that are narrow-minded on this problem of feeding hungry children?

Reverend McGlinn. I think that perhaps there should be built-in legal requirements that could more easily facilitate service of the poor. There is currently a lawsuit levied against this district, and I believe that the terms of this lawsuit are that poor people are not fed, while rich people are, and so I just think that the law itself should be more clear, so that the poor would be more easily served and that court action could be more easily taken in enforcing the intent of the law.

Senator Bellmon. I noticed also that you were critical of the State legislature. You say it is not fulfilling its responsibilities. Is there a legislator or members of the Senate representing this general area?

Reverend McGlinn. Oh, yes.

Senator Bellmon. Have they spoken out in behalf of the needs in an effort to get the State funds that are apparently missing?

Reverend McGlinn. Not to my knowledge.

Senator Bellmon. Those are all the questions I have.

Senator Dole. In the absence of the chairman, I want to thank Panel No. 1 and the additional witnesses.

Thank you very much.

I will now call Samuel Cornelius because of a plane reservation he has.

Let the record show that the present witness is Sam Cornelius, regional director of the Office of Economic Opportunity.

I know that you are on a very tight schedule and your statement will be made a part of the record in full. You may paraphrase it, read it in full, whatever you may wish to do.

(The document referred to follows:)

Prepared Statement of Samuel J. Cornelius, Regional Director, Office of Economic Opportunity

Mr. Chairman, members of the committee, my name is Samuel Cornelius. I am regional director of OEO, Region 7, Kansas City. I wish to thank you for the opportunity to review with you today my personal concerns and agency observations on the general aspects of feeding programs our agency operates as well as the school lunch program.

Let me state that since 1967 OEO has had a special emphasis on food programs through its emergency food and medical services grants. Prior to that time, particular concern for nutrition was expressed in such programs as Headstart and other programs such as youth projects and senior citizens.

Throughout this entire experience, OEO has not only sought to provide direct services where needed but to get greater resident participation in other Federal and community efforts. Our concern has been an active one—one which has often provided the first opportunity for thousands of citizens to obtain an improved diet.

We have great expectation in the Nation's new awareness and desire to eliminate the problems of hunger. We are pleased to observe the establishment of one type of food program or other in all but six counties in this region, through the increased distribution of food or sale of food stamps.

OEO this fiscal year, through funds appropriated by Congress for emergency food and medical services grants will expand its food program capabilities.

We have observed that too often the poor have been the last to receive their share of this country's bountious nature. I'll say what they have earned, because many have toiled in fields as migrants to provide us with a good food supply while their children went hungry, too many have seen automation wipe out their jobs and left them penniless and at the mercy of unscrupulous judges and administrators of national programs or prejudiced public officials. Too many have found themselves with no protection from the natural process of aging, and too many are too young to do anything about their circumstances.

We still find ourselves in the same situation today, though to a lesser degree.

While we have come a long way toward alleviation of some of these historic conditions, the situation still needs improvement. Our Federal and local programs are reaching an increasingly larger number of people each day, but the process must continue to accelerate and not be satisfied until we can be sure as a nation that we mean to feed our citizens, regardless of their circumstances—old, young, unemployed, underemployed, migrant or long-time residents of our community.

To do this will require change. Let me cite some examples of needed reforms or changes in various food programs:

1. In one of the region's States, OEO finances the distribution of supplemental foods to mothers and children from the ages of 0–5 We anticipated serving all the counties. We funded the State economic opportunity office to do this in cooperation with the State department of social services, but prior to July 1 of 1970, USDA regulations prohibited other counties from participating, restricting the program to existing counties.

2. In the past, we have had to underwrite the cost of local commodity distribution programs because of reticence of local officials, their lack of local resources, and a shortage of administrative funds from USDA.

We need to provide these funds on an on-going basis if the poor are to get a marginal diet at best.

3. Educational agencies have to adopt a policy, similar to what was developed by OEO in its Headstart programs—that is, a food program which is an integral part of the child's educational experience, not only for the self actualization of the child but an insurance program against future problems. Schools aren't doing this enough. OEO regulations restrict our funding educational institutions directly to do this.

4. We need to get clearer interpretation of HEW's regulations as well as USDA regulations on the exclusion of income, vouchers AFDC recipients receive

from the OEO's emergency food program. Currently, one of our States has issued regulations which will include the voucher as income after the first voucher is issued to an AFDC family, thereby lowering her family assistance payment.

5. Food distribution and food stamp sales must be provided more frequently and in a greater number of places to meet the diversity of circumstances people are in. It is quite satisfying to a welfare worker or an OEO neighborhood center worker to go to their office or place of work, but this is not the case for a migrant farm laborer out of work stranded in a strange community, or for a recent arrival in a major urban community where he doesn't know his way around.

6. We must re-think our traditional responses to the need of the hungry poor and design programs which respond to individual and cultural experiences. Transportation, preparation technologies, food additives, new educational techniques, investigation of TV advertising are but a few aspects we must consider.

I trust the committee will review these introductory comments as a necessary part of my testimony today since I feel that they are essential to understanding my position regarding food programs. I do wish, however, to comment directly about the school lunch program because it serves as the broad basis for any comprehensive feeding effort we may hope to attain.

While OEO administers few pre-school programs today, Headstart has demonstrated too often that the only good meal these pre-schoolers receive has been the one they ate during their Headstart program. Headstart reaches approximately 33% of the eligible 6-year-old children in this country, so you can see we are facing a serious problem from the start, unless we develop a comprehensive food system.

My contention is that we must maintain a strong, vigorous school lunch effort within our elementary and secondary school system as the backbone of any feeding program.

In examining recent printouts by USDA Food and Nutrition Service on cities with population of 100,000 to 250,000, we can make the following comparisons between school systems of a size comparable to Kansas City, Kansas:

Kansas City, Kansas, with 32,000 students has hot lunch programs in 14 schools with an average daily attendance of 9,800 students; 5,000 students participate in the lunch program, of which 3.6% are provided a free lunch.

Lubbock, Texas, with 30,000 students has a hot lunch program in 53 schools with an average daily attendance of 30,000; 12,800 participate in the lunch program, of which 13.6% are provided a free lunch.

Des Moines. Iowa, with 42,000 students has a hot lunch program in 70 schools with an average daily attendance of 39,000 students; 21,000 participate in the lunch program, of which 20.9% are provided a free lunch.

Madison, Wisconsin, with 32,000 students has a hot lunch program in 25 schools with an average daily attendance of 24,000; 5,688 participate in the lunch program, of which 12.2% are provided a free lunch.

Fort Wayne, Indiana, with 35,000 students has a hot lunch program in 56 schools with an average daily attendance of 35,000; 20,000 participate in the lunch program, of which 7.9% are provided a free lunch.

While these comparisons do not reflect the particular circumstances the school districts are in, they do reflect the disparity between schools, a basic weakness of the current system. It also indicates that it makes a big difference where you live as to your chances for a good nutritious meal. Maybe the only chance that day or for that matter that week or year.

Such a system must be overhauled. We recommend a total review of school lunch programs, with particular emphasis on the separate legislative amendments that make up the current funding process which at present provides funds for meals and equipment through four different sections of legislation.

Such a system, with all its attendant regulations established by USDA makes it a difficult task indeed for school administrators to jump through all the right hoops in the right order so they can qualify for maximum assistance.

A primary concern is also the variance of eligibility requirements established by local communities for free lunches. Federal standards are unclear as they allow a maximum income for a family to be eligible but local districts set their own standards for free lunches and pro-rate the costs for other partial paying students up to the maximum USDA allowance.

What this amounts to is that in Detroit if your income is $2,800 or below for a family of 4, you can get a free meal, while in central Iowa your income may be $3,720 and you are eligible.

I urge you to consider the effects of these variances and respectfully recommend that you consider an omnibus food program for our schools and communities. Such a program should provide for the centralization of food program administration to take into account variances in community income, provide for uniform application procedures and be adequately funded to serve all the needy children. This omnibus program should be based upon a totally new legislative effort.

Beyond the omnibus food program for school children attending regular school classes, we recommend that a major effort be made to provide food assistance for pre-school children and for pregnant and lactating mothers.

As you know, OEO has deleted its emergency food and medical services program for FY '72 from its budget request. OEO feels that the emergency is over but it also feels that existing systems must be strengthened and upgraded to assure an adequate diet for the poor.

The administration's family assistance program can provide the basis for a strengthened food delivery system, either through food stamps or cash dispersements.

We need to devise a system to strengthen local community participation by freeing up funds for food or increasing the decision-making process at the local community. A word of caution must be made here for if the poor are to have any assurance that they will have a better chance, strong advocacy roles will continue to be needed.

Procedures which can provide impetus to better feeding programs through the simplification of grant-in-aid systems, with uniform regulations and central administrative responsibility are essential.

Our participation in direct feeding has been minimal. Toward this end we have approved the utilization of $5,000 local initiative funds by the EOF to assist the Kansas City public school system to initiate feeding programs in the inner-city schools. This program was a cooperative effort between the model city agency and the CAA and the school board.

We have initiated services where they have been needed. We have fostered the idea that a forum for community discussion and action in many areas is the best solution to local problems. We have been the advocates of the poor in many ways and we look toward working more closely with local governmental officials in strengthening their capacity to deal with problems the poor face.

We hope we have been helpful to you today and that we can continue to serve the disadvantaged adequately in the future.

Thank you.

STATEMENT OF SAMUEL CORNELIUS, REGIONAL DIRECTOR, OFFICE OF ECONOMIC OPPORTUNITY

Mr. CORNELIUS. Thank you very much, Senator.

I think what I will do is start specifically with the situation as it relates to Kansas City, Kans., in particular. I will start on page 4 of my testimony.

In examining recent printouts by the U.S. Department of Agriculture, Food Nutrition Service, on cities with a population of 100,000 to 250,000, we can make the following comparisons between school systems of a size comparable to Kansas City, Kans.

In Kansas City, Kans., with 32,000 students, there are hot lunch programs in 14 schools with an average daily attendance of 9,800 students. Five thousand students participate in the lunch program, of which 3.6 percent are provided a free lunch.

In Lubbock, Tex., with 30,000 students, it has a hot lunch program in 53 schools, with an average daily attendance of 30,000; 12,800 participate in the lunch program, of which 13.6 percent are provided a free lunch.

In Des Moines, Iowa, with 42,000 students, it has a hot lunch program in 70 schools, with an average daily attendance of 39,000 students; 21,000 participate in the lunch program, of which 20.9 percent are provided a free lunch.

In Madison, Wis., with 32,000 students, it has a hot lunch program in 25 schools, with an average daily attendance of 24,000; 5,688 participate in the lunch program, of which 12.2 percent are provided a free lunch.

In Fort Wayne, Ind., with 35,000 students, it has a hot lunch program in 56 schools, with an average daily attendance of 35,000; 20,000 participate in the lunch program, of which 7.9 percent are provided a free lunch.

While these comparisons do not reflect the particular circumstances of the school districts they are in, they do reflect the disparity between schools, a basic weakness of the current system.

It also indicates that it makes a big difference where you live as to whether or not your chances for a good, nutritious meal are evident. Maybe the only chance that day or, for that matter, that week or that year.

Such a system must be overhauled. We recommend a total review of the school lunch programs, with particular emphasis on the State legislative amendments that make up the current funding process which at present provides funds for meals and equipment through four different sections of legislation.

Such a system with all its attendant regulations established by the U.S. Department of Agriculture makes it a difficult task indeed for school administrators to jump through all the right hoops in the right order so that they can qualify for the maximum assistance.

A primary concern also is the variance of eligibility requirements established by local communities for free lunches. Federal standards are unclear, as they allow a maximum income for a family to be eligible, but local school districts set their own standards for free lunches and prorate the costs for other participating students up to a maximum USDA allowance.

What this amounts to is that in Detroit, if your income is $2,800, or below, for a family of four, you can get a free meal, while in central Iowa your income may be $3,720 before you are eligible.

I urge you to consider these effects of these variances and respectfully recommend that you consider an omnibus food program for our schools and communities. Such a program should provide for the centralization of food program administration to take into account variances in community income, provide for uniform application procedures, and be adequately funded to serve all the needy children. This omnibus program should be based upon a totally new legislative effort.

In conclusion, I might say that as far as our participation with the Office of Economic Opportunity is concerned, we have participated in direct feeding, and it has been at a minimal level, however. Toward this end we have approved the ultilization of $5,000 of local initiative funds by the Economic Opportunity Foundation program here in Kansas City, Kans., to assist the Kansas City public school system to initiate feeding programs in the inner-city schools.

This program was a cooperative effort between the Model City Agency and the CAA and the school board. We have initiated services.

Senator **Dole.** At that point, do you have a greater capability to do more than the 5,000 to help meet the local requirements?

Mr. **Cornelius.** Well, the way that that money was funded, Senator, it came through what we call local initiative funds which come directly to the local community action agency here. It then determines, on the basis of what the citizens or the local board says it wants to do with the money. It has the prerogative to use all of the money if it so desires for this purpose.

Senator **Dole.** Does the OEO have, do you have the capability within OEO to provide, say, $25,000 to help match the local requirements?

Mr. **Cornelius.** We would have that capability if a local community action board would decide that this is the priority in which they would want to do it.

I'll answer any other questions, then I have to catch a plane.

Senator **Dole.** Who is on that community action board?

Mr. **Cornelius.** You heard from John Zumwalt here who is the executive director of the board, and he was representing Gerald Hall, who is the chairman of the board.

Senator **Dole.** I don't have any further questions.

Senator **McGovern.** Senator Bellmon.

Senator **Bellmon.** Thank you, Mr. Chairman. I'd like to ask Mr. Cornelius just one question.

Your proposal that an omnibus food program be established sort of intrigues me. You aren't very specific about what you have in mind. Would you tell us a little more about that.

Mr. **Cornelius.** Yes. I think the problem as it exists now, Senator Bellmon, is that we have a number of different kinds of Federal agencies and State agencies involved in food programs, all operating under four sets of special kinds of legislation, which involve determining what that particular need is in that particular area, and then you put in for one of those pieces of legislation for funding. Well, if we had a program legislatively which would be simple and easy to manage, where we wouldn't have different sets of Federal agencies, State agencies having to determine which way they may go in order to receive funds, I think this would minimize a good deal of the difficulty at the local levels which we are being bothered with at the present time.

Senator **Bellmon.** Mr. Cornelius, would you put some of your ideas in a letter to the committee?

Mr. **Cornelius.** We would be most happy to, Senator.

Senator **Bellmon.** And give details how you'd like to see it structured to try to get away from some of the problems you have.

Mr. **Cornelius.** I certainly would be happy to.

Senator **Bellmon.** That's all, Mr. Chairman.

Senator **McGovern.** Thank you very much, sir.

We would like to hear now from Dr. John Yulich, president of the school board, and Dr. Orvin L. Plucker, the superintendent of schools.

While we are waiting for these two witnesses, I would like to say to the next panel, Mr. Simpson, Miss Scholz and Mr. Garber, in view of the way time is getting away from us, it would be very helpful if you could just underline the most pertinent points that you want to make in your statements, and then we can get right into the questioning, and I think that will move us along.

I want to make sure that our two witnesses who flew here from Baltimore have a chance to be heard. They made a great effort to come to this hearing and we want to save time for them, so it would be helpful if the other statements, while they can be inserted in the record in their entirety, if you'd give some thought as to how they can be condensed so that the basic points you want to make can be made quickly.

We are ready to hear from Dr. Yulich and the others. I understand you have one overall statement, is that correct?

Dr. PLUCKER. We are having a little bit of an acoustical problem. While it is possible to hear you very well out there, Senator, it is almost impossible to hear you here.

Yes, we just have the one statement.

STATEMENT OF DR. ORVIN L. PLUCKER, SUPERINTENDENT OF SCHOOLS, ACCOMPANIED BY DR. JOHN O. YULICH, DR. D. W. FRAZER AND MRS. ROSEMARY GAMMON

Dr. PLUCKER. Gentlemen, we do appreciate the chance to discuss what is to us a very serious concern, and hopefully perhaps to present some information which may be helpful to you in reaching positions which would be tenable ones for the Congress of the United States, and in which you may very well be in a position to meet the responsibilities which you have sought to assume.

I think perhaps we ought to take a little bit of background, since much has been said about Kansas City, Kans., and the problems as they apply to us.

The Board of Education of Kansas City, Kans., was organized back in May of 1866, which was very shortly after the city of Kansas City, Kans., was formed. The city itself was formed by uniting the villages of Wyandotte, Armstrong, and Armourdale, and the previous city of Kansas City, Kans. From the very earliest days of its history to its most recent history, this city has been composed of a compact group of relatively small homes, they were generally built on small lots, and it is a city which might best be described as a workingman's town.

Throughout this city, schools were built to serve very intimate neighborhoods in which children maintained a very close home contact and they walked home for lunch. I might say, Senator, that it was a good deal like it was in Emery, S. Dak., where I was born, not too far from Avon, where you were born.

I think you were born a day after I was, incidentally, where we walked home for lunch. As a consequence, from the period of that very earliest establishment in 1886 through at least 1965, our elementary schools were constructed with no provision for lunch programs.

As elementary schools were built in the twenties and again in the thirties, they were based on the assumption that children would be eating lunches at home, and that teachers would not be excessively involved in the task of supervising pupils during the lunch hour. Now, that pattern, which was typical of the development of elementary schools, obviously was not suitable for the junior and senior high schools. They inevitably cover larger geographical areas.

Because junior and senior high school students had to cover longer distances to attend school, in each of those buildings facilities to provide lunches were installed when the schools were built.

It should be noted, however, that in each of those junior and senior high schools, lunches provided were commonly provided on what was known as an a la carte basis, that is, it is a system in which a student had a complete choice of individual items, ranging from simple sandwiches to full meals.

It should also be noted that participation of the Federal Government in those programs was minimal, in that only minimal surplus commodities were provided, and reimbursement took place only under the special milk program.

Where there were special reasons for doing so, elementary school children were permitted to bring their own lunches, and after about 1965 milk was provided in the elementary schools under the special milk program.

In October of 1967, we had a major bond issue proposal for construction of new schools, and that proposal would have provided funds for the establishment of food service programs in substantially all schools in Kansas City, Kans. Regrettably, that proposal was not approved, thereby it was made impossible to attack in any significant manner, the massive backlog of needs for the improvemnt of school facilities in Kansas City, Kans.

It should be noted, I think, at this point, that there were, at that time, absolutely no funds available from Federal sources for any kind of construction of food service facilities or for equipment or anything of that sort.

Along about that same time we were involved in another major change, the annexation of an area known as the Washington District, and I think we ought to discuss that for a moment, because it relates to some of the comments that were made this morning.

Prior to 1967, the school district of Kansas City, Kans., was largely restricted to what was known as the old city limits, a very compact area. In January, then, of 1967, the Kansas City, Kans., school district was expanded by more than 100 percent in terms of area, and almost 50 percent in terms of its pupil enrollment, as a result of annexing a large, previously unincorporated, and a rather randomly developed suburban area known as the Washington School District. That annexation took place as a result of an election that was held in the Washington area.

Prior to 1960, that area had been composed of at least six totally independent elementary school districts that were overlapped by a senior high school district Because of the large distances that were involved, and the complete lack of sidewalks or any other facilities for pedestrians, almost all pupils in that area were transported to and from school. It should also be noted that State transportation laws were written so as to provide transportation aid to districts such as these which were located outside of the city limits, and to prohibit the reimbursement of any transportation program within the city limits. This, incidentally, contributed further to the business of having the relatively small and compact neighborhood school within the city, because there was no transportation within the city. Outside the city, larger areas were involved and, therefore, schools were made larger, serving larger geographical areas.

Senator McGovern. Dr. Plucker, how long have you served as superintendent of schools here?

Dr. Plucker. This is my ninth year.

Obviously this kind of an arrangement further complicated the differences between suburban and urban schools.

Incidentally, talking about 9 years, prior to that I did serve in the Independence, Mo., schools in which we did operate under the school lunch program a complete school lunch service program, but the conditions in the two cities are so vastly different as to make one situation totally uncomparable to the other.

Because of the sparse population, transportation and other factors, it was obviously not practical for children in the attached area to go home for lunch, and in those schools as they were developed, facilities for furnishing school lunches were installed so that children could purchase lunches at school. For some years prior to 1967, and I really don't know how many years prior to that, the schools in the so-called Washington area operated under the terms of the National School Lunch Act, under which the Federal Government, as you know, furnished some of the funds for the cost of chilrdren's lunches.

I think it should be noted here for the benefit of those who may not be familiar with it, while the term "some" is used, practically speaking, it is a rather insignificant amount, having amounted to somewhere between 4 and 5 cents per lunch, and in some years less and in some years slightly more than that.

The annexation, though, of that area did not change the unusual circumstances that existed there, that is, that most of the children lived too far from school to go home for lunch.

For that reason, the Kansas City, Kans., Board of Education continued to enter into the contracts with the State Department of Public Instruction pertaining to those schools, and we have received from Federal funds approximately an average of about 4 cents per lunch reimbursement over the years, plus the various amounts of assistance provided through commodities.

Incidentally, the value of those commodities has ranged from an average of 2 to 5 cents per lunch, depending upon the vague and somewhat peculiar policies with respect to the purchase of surplus foods by the Federal Government.

It might be well to note a few recent developments, then.

During 1969, and early in 1970, there was a great deal of study concerning the physical plant needs of the Kansas City, Kans., school district. We developed at that time a complete plan for new construction, and we did have a bond proposal, as previously was mentioned, in the amount of 24½ million dollars, and that was placed before the voters early in 1970, and that proposal, in addition to providing for the construction of numerous buildings, provided that as the program progressed, facilities would also be developed to provide for school lunch programs in every school in the system.

That was to be achieved partly through the elimination of some of the older buildings that have no such facilities, and partly through the development of satellite feeding programs in schools in which kitchen facilities and so on were not a reasonable alternative.

There is appended to the materials which we have given the committee a copy of a report which was done in 1969 which might provide some additional information, but at that time we made a study of the possibilities for the expansion of the lunch program, with particular concern for the free and reduced features, and while much of the data that is contained in that report may now be obsolete because of changes in enrollments and in financing patterns and in building facilities, the report demonstrates quite clearly that there were problems faced at that time which did not make it possible for us to move in the direction of a free and reduced price lunch program.

Now, then, we might talk for a moment about the current status of the problem in Kansas City, Kans. Obviously, where we are today depends upon where we were yesterday.

In 1970 we made a new attempt to secure voter approval for the construction of new and improved schools. A copy of the proposal that was put before voters is included with the materials left with the committee. I wouldn't want to try to review that entire proposal here this morning because it is obviously rather complicated and it is very shortly not going to be morning here any more anyway. A copy of that proposal as previously mentioned, contains plans for the expansion of the school lunch facilities, so that substantially the entire district would have available school food service facilities.

Following the approval of the construction proposal, plans were begun immediately for its implementation. Because of the peculiar situation that developed at one of the senior high schools, that is, Washington, in which double sessions were necessary to provide for emergency housing of extensive over-enrollment, it was possible to convert the kitchen at Washington High School on a temporary basis to serve satellite elementary school operations. Therefore, food serving facilities were developed in the Fairfax, Bryant, Grant, and Douglass schools in an effort to provide programs under the School Lunch Act in areas having the highest percentage of low-income families.

The total cost of equipment for those projects, including service trucks, additional refrigeration and preparation equipment, service equipment, tables, chairs, et cetera, was about $103,000, of which Federal sources provided about $77,300.

Prior to that time, early in 1970, we had established a program at the Stowe School in which we utilized the space in a nearby church in an effort to experiment with an emergency type of arrangement, and to serve a large area, primarily populated by residents of a large public housing project. Extensive communications with various offices which might be of assistance were carried on, but there was very little in the way of actual help received. The general status of the problem was outlined in a letter to Mr. Herbert Rorex in September of 1970, a copy of that letter is attached to the materials you have.

We had very extensive correspondence with Senator Dole's office, trying to find a way in which we could secure financial assistance, and I quote from Senator Dole's letter. I would like to read part of it, in which the Senator said:

> The Department of Agriculture has indicated that it is possible to construct and equip a permanent satellite preparation facility to provide immediate and long-term food service to all children in all schools in your district. Programs such as the one above could utilize up to 75 percent in nonfood assistance funds from the Department of Agriculture which would require a minimum matching of 25 percent by the district.

Well, anyway, every effort to verify the accuracy of the Senator's letter was made, but apparently there were some misunderstandings concerning the actual purpose for which funds could be used.

We have a citizens advisory committee, and they contacted the Senator's office on the same point, and the Senator wrote, on November 30, as follows:

> The Department of Agriculture has indicated that it is possible to construct and equip a permanent satellite preparation facility to provide immediate and long-term food service to all children in all schools in your district.

That such a program could utilize up to 75 percent in nonfood assistance funds, which would require a minimum matching of 25 percent by the district.

Well, again we attempted to determine the accuracy of the statement. And then on December 3 we got an explanatory letter from the good Senator's office saying, "There was no intent to imply that Federal funds may be available for construction costs of buildings. The Federal-local matching I mention is strictly for nonfood assistance; that is, equipment," which, of course, put a considerably different face on the entire problem.

On December 9, in the face of that problem, the board of education adopted a revised policy statement for schools serving lunches under the terms of the National School Lunch Act as appeared under Public Law 29–248.

Senator McGOVERN. Could I interrupt you at that point, because while I agree it does put a different face on it, would it not be possible within existing school facilities, if you've got the full Federal funding to put in the equipment, to do that without an exorbitant strain on your budget? That is, if the various cooking facilities, the refrigerators, the stoves, the utensils, all of the things that are needed, if as Senator Dole says that material can be made available at Federal cost, I am sure he is right on that, couldn't you use an existing room or facility to install that equipment in without an undue burden on your operating budget?

Dr. PLUCKER. If the existing room and facilities were available the answer to your question obviously would be yes. However, the room, the facilities, the space, simply are not available and, therefore, they are under construction.

Senator McGOVERN. Well, but aren't you operating some satellite feeding programs now? You must be using space in some of your existing schools. Couldn't the equipment in those rooms be expanded to take care of additional outreach?

Dr. PLUCKER. To the extent that space is available, that space is being used for that purpose and will continue to be.

I would have to say, however, that the Washington High School cafeteria, I should say kitchen, which was converted for satellite use as a part of the program, will not be available more than during the period of time in which that school is on a double shift operation. Obviously, you see, when it is on double shift operations, we are not serving that school out of that kitchen, and so what it really amounts to is the space to handle the magnitude of the job simply is not available.

Now, obviously this is one that takes a great deal of work, and we are going to move ahead just as rapidly as we can work with construction, and I will mention some things that we are going to do here.

Senator **Dole**. Have you explored the possibility of leasing a facility where it might be used?

Dr. **Plucker**. Yes, we have. Lease costs raise the cost of operation to the point that we have not been in a position to get the operating funds that would make it possible to do so.

Senator **Dole**. What specific efforts have you made? Have you found a place that could be leased if you had the money, is that it?

Dr. **Plucker**. We have contacted a number of possibilities in hopes of getting leased space available. There are problems involved in that, but not the least of which was the matter of trying to develop a program which could be done at a cost which would function within the limitations which had been established.

Now, as of last Friday, it is my understanding that there have been some changes in regulations, and I want to refer to those, but it is a little bit difficult, I think, today to talk about actions that could have been taken 6 months ago on the basis of regulations which were issued Friday of last week, and which we had not yet had an opportunity to pursue.

Senator **Dole**. What about the area of catering?

Dr. **Plucker**. We have explored catering, frozen food services extensively, and in every instance when you add up the total cost it far exceeds the reimbursements which were available up until, as I say, whatever the new regulation was last Friday. Now, there may be a possibility of pursuing those methods as an interim operating procedure if, in fact, adequate funds are available.

One of the problems, gentlemen, that has really plagued the food service operation, is the fact that on the one hand, regulations have permitted, in the past, reimbursements at one level, and then when the funds ran out, reimbursements automatically dropped. They didn't drop down costs and it didn't drop down the problem. Now, hopefully, as new appropriations are made, they will be adequately funded. To my knowledge, this is the case at the present time, and I appreciate the work that you gentlemen have done, and others like you are doing on it, but certainly the experience in school lunch services over the past 25 years have not been such as to inspire a great deal of confidence in the funding levels which have been provided by Congress.

If I might proceed, then, with some of the details of our concerns.

We did adopt the revised policy statement for school lunches which conforms to the School Lunch Act. There were some questions raised by previous testimony concerning the policies. I might just say that we very clearly would want to observe in detail the rules and regulations regarding nondiscrimination in the administration of that program. If there are any questions that you want to raise on it, we will be glad to review those to make certain that we do conform 100 percent.

Under that new policy, then, programs in all of the schools which had previously been functioning under the School Lunch Act continued to do so. A number of schools which had previously been operated as a la carte programs were brought under the so-called type A programs, which were fully reimbursed sections of the act. This means that the following schools changed from a la carte service to type A.

Argentine Junior-Senior High, Rosedale Junior-Senior High, Sumner, Wyandotte, Central Junior, Northeast Junior, Northwest, West and, in addition, we added the Bryant, Douglass, Fairfax, and Grant elementary schools.

Now, as required by the law and the policy, we did send out proper letters and application forms for free and reduced-price lunches to all homes of all children enrolled in those schools. Now, because of the time of the implementation of those new programs, February was the first full month in which comparisons can be made, we have difficulty in making very meaningful comparisons. We have, however, a table before us which makes a comparison of cafeteria operations in various schools for about 20 days in 1970 and a comparable period in 1971.

I would call to your attention several of the situations in that table. Perhaps it might be better to try to summarize.

An analysis of that table indicates several things. First of all, in schools where a change from the a la carte to the type A, free and reduced-price lunch and reimbursed lunch program was made, the total participation in those schools did not change significantly, but in some cases there was a rather great decline in actual participation by students.

I would call your attention, for instance, to Northeast Junior High School where, last year, operating under an a la carte program, an average of 919 children per day were eating lunch. Under the type A program, that dropped down to an average of 793, or slightly under 800. At the same time, while last year the 919 students were all paying their own way for their own lunches, whether that be good or bad, they were, this year, in spite of the reduction, there are 441 average free and reduced-price lunches in that school.

Northwest Junior High had substantially no change, but West Junior had a decline of 125 lunches per day served in the shift from the a la carte lunch program to the type A program.

We could review others as well, but I don't know that it is necessary to do so.

Second, in most of the schools, the number of lunches served without charge or at reduced prices increased dramatically and that, I suppose, is to be anticipated.

Third, the operating expenses far exceeded the total income, including the reimbursement. Actually, the operating loss was approximately $9,000 for 18 days. If that kind of an operating loss were projected over a 180-day school year, it would be approaching $100,000 or more.

Now, we may or may not have to continue to operate that sort of a pattern, because we have not had enough experience to really know what the operating expenses will be over a long period of time.

Because of the clearly established fact that the program in Kansas cannot continue with losses of the magnitude experienced during the first month, we have made informal appeals for additional assistance to the State department of education, school lunch division. We did that on March 4. On March 9, we were informed by Miss Ruby Scholz, the State director of school lunches, that there are possible additional funds which her office could provide and which we frankly hope we will be able to put into operation, or put this operation on a sound basis for the remainder of the 1970–71 school year. Applications for those additional funds have been submitted in a tentative form. We frankly are not familiar with all of the details yet, and the requirements for making such applications, but we will certainly proceed with them and we hope that they will be forthcoming.

Senator **Dole**. This was the reference in your discussion last Friday?

Dr. **Plucker**. Yes, the possibilities, and I think they were referred to here once or twice earlier this morning, of shifting funds from one category to another and thereby increasing significantly the amount of reimbursement on free and reduced-price lunches.

Senator **Dole**. That $9,000 loss, does that include initial expenses?

Dr. **Plucker**. No. In fact, it includes less than an average expenditure for general maintenance of those areas because obviously they were working with new materials, new equipment. The expenditure for miscellaneous items of equipment during February was only about $675, and normally we would run about $1,500 a month on that type of an expenditure. It may be partly due to, what should I say, inefficiencies in operation, because we are new at that game.

Further information concerning the plans and programs is contained in a press release which is attached to the materials that were given to the committee. I wouldn't want to review all of that.

We have some serious concerns, then, and these I would like to discuss with you for a moment, if I might.

It is anticipated that Unified School District No. 500 will proceed just as rapidly in the execution of its total plan for construction as we can, and as those projects are moved forward, facilities for school lunch services will be made an integral part of them. Maximum use will be made of all federal funds available for equipment, both for new and expanded facilities. Upon completion of our projected building program, we will anticipate that all schools will have food service facilities available. If possible to do so prior to that time, we will do it. The methods by which lunches may be served and financed will, of course, depend upon what alternatives that Congress, in its wisdom, may devise, and upon the physical realities that we have to face.

There are some operational prospects that I think ought to be made very clear. Unless a way is found to provide greatly increased financial assistance to cover the operating expenses of the Federal school lunch program in areas such as this that have a high density of children that are eligible for free and reduced-price lunches, unless we do get the kind of emergency help that we are talking about, the program will be bankrupt by May of 1971, and no amount of construction of facilities will revive it. This would leave the district no alternative but to develop a food service program on a fully self-supporting basis, independent of the control and the provisions of the National School Lunch Act. This, incidentally, we do not want to do, and I am hoping that we can secure a way to assure firm financing.

It is clear that the current patterns of reimbursement, coupled with the mandatory openhanded and somewhat opportunistic free lunch policies that we now have, result in an operation which while perhaps adequate in a community, is doomed to financial disaster in areas having high concentrations of families depending upon various forms of public assistance. Approval of a higher rate of reimbursement may provide the needed relief. However, we have no information regarding the adequacy of that kind of funding for the 1971–72 school year, and certainly we do not know what the full impact of new programs will be, especially if they are fully implemented in all of the larger districts.

I note, for instance, that you mentioned that there are some 23,000 schools not having programs. As those programs are brought, so to speak, on stream, the demands are going to be tremendous, because it is in those schools where we have the large concentrations, not just in Kansas City, Kans., but all the way across the Nation, it is in those schools where we have the large concentrations of free and reduced-price meal demands.

Second, the limits on the budgets and the expenditures for Kansas school districts make the provision of supplemental funds from local tax sources simply impossible. There was some reference made to those limitations, and I trust that you gentlemen are somewhat familiar with them, but the State of Kansas has devised some rather ingenious, and maybe I should say ingenuous methods to prohibit schools from expanding budgets and assuming the responsibilities for as many of the diverse needs of the school system as there are, and for that reason it simply is not possible to make the provision from the local tax sources.

Senator **Dole.** I think, as I understand, Kansas can meet the 4 percent requirement in the next fiscal year, which would mean what, $100,000 to your district?

Dr. **Plucker.** It would mean about 100,000. I think that is discussed in this next part of the statement here, Senator. It was my understanding from a newspaper clipping that I saw late last week that there had been some conferences hopefully negotiating the State around the regulations contained in the Federal law with respect to the 4 percent contribution. I don't know what the status of that is. However, the operations of the provision of the School Lunch Act, which have as their objective, the requirement that the State should provide certain matching funds in order to maintain the lunch program, that does pose a real threat to the success of the program. The present session of the Kansas Legislature has certainly given no indication of any intention to meet Federal requirements in this regard. It is my understanding that if the provisions of the law are followed, there will be a reduction in the reimbursement in the amount of 5 cents per lunch on all type A lunches served, and that amount would be about $100,000 additional loss in a year of operation, or over $200,000 when coupled with the already discussed problems.

Now, again as you point out, it may well be that there can be ways for the State of Kansas to work itself around that limitation in Federal law, and I certainly hope it can be done.

I have appended to the materials given to you a statement issued by the school lunch division of the State department of instruction, which outlined the problem. Now, it is not attached to the statement, it is simply in the package, which outlines that problem as they saw it about 2 weeks ago. If they will be able to work themselves around it, I am sure they will be happy to provide that information to you today.

I have a few suggestions that I would like to make, with all due respect to the committee. Although there may be no clear answer to all of the problems involved, it should be clear that this school district has absolutely no quarrel with the objective of making sure that every child is properly fed, properly clothed and properly housed. We would also want to encourage every effort to assure that every child have the security of a loving home and the medical care that he needs.

If it is the desire of Congress to provide the resources so that schools can assume the responsibility for providing any or all of these worthy services, we would want you to know that we stand ready and willing to do just exactly that, for we, too, share a deep and abiding concern for all children. We do, however, resent the cynicism with which we have some times been asked literally to feed the multitudes with a handful of fish and a couple baskets of bread.

Senator McGovern. Well, now, Dr. Plucker, on that point about being asked to feed the multitudes with a handful of fish and a basket of bread, we had testimony here earlier from Mrs. Kitterman, and I quote now:

> Due to recent modifications in Sections 11 and 32, funds can be used to reimburse financially overburdened school districts the full cost of a free or reduced-price lunch.

She goes on to say:

> It is our understanding that in negotiations with the State Office, the Kansas City, Kansas, district has been offered 52 cents per lunch for those furnished free or at reduced prices, with the possibility of this amount being increased to 60 cents.

Her conclusion is:

> The district can be reimbursed for the total cost of all free and reduced-price lunches which it serves, with the possibility of additional retroactive subsidies.

In other words, her assertion is that based on the investigation they have made, it would be possible for a full 60-cent lunch to be provided free or at reduced prices to any needy child in this school district.

Do you think that's a handful of fish and a basket of bread, or is that not substantial help?

Dr. Plucker. Senator, I think we have to recognize history just a little bit, and we have been involved in programs of this kind, I have personally been involved in them for, as I said, some 17 or 18 years. I have a great deal of respect for the information that Mrs. Kitterman has and, as I mentioned in my previous remarks, we did have last week, in fact, last Friday, some indication that the regulations would be changed so that it might be possible to have more than a basket of bread and a handful of fish and, very frankly, we hope this is exactly the way it will work out. To date, we haven't seen anything on it, but we did have, as I mentioned a page or two back, the communications last week that this might indeed be possible, and if it is, then certainly we can move ahead at a much more rapid rate than we have been able to do in the past. Hopefully this is one out. And so I am saying just exactly that, that we respectfully request that the members of this committee, and the Congress of the United States, carefully consider the possibility of being responsible for their own acts, and if that's what we are going to do, that's fine, we are for it 100 percent, but up to this point it has not been done.

I would like to make a couple other suggestions. If the law contemplates the provision of a free or reduced-price lunch for every child whose parent or guardian indicates a need, that Congress underwrite the cost of that service, and to do so in full, and that if the regulation is, in fact, what was discussed this morning, then perhaps that's step No. 1.

Senator McGovern. Now, Dr. Plucker, that's precisely what Congress has done.

Dr. Plucker. That's fine.

Senator McGovern. Under these new regulations. That's the point I am trying to make, that the Congress has made it possible, and the Department of Agriculture has so interpreted the law, so that if necessary a district can draw the full cost of providing free or reduced-price lunches.

Dr. Plucker. That's right, as of last Friday it is my understanding.

Senator McGovern. Yes, but, nevertheless, I think the law was passed some months ago. We are going to see very shortly here in testimony from a school district that has found ways to get this job done. I think it does require some effort on the part of local officials to take advantage of these programs.

Dr. Plucker. Yes. One doesn't need to take advantage of everything that's available, but up until last Friday it simply was not available. You see, it does take a little bit of time to organize to feed several thousand children, and it does take some more commitment than merely good will or encouragement. It takes a firm commitment, and apparently this is what is now being done, and I think it is a commendable thing that finally regulations are being interpreted in such a way as to provide a firm commitment on which a school district can then, of course, take action, but it is very difficult to take action committing literally hundreds of thousands of dollars when you really have nothing very substantial and substantive on which to base that commitment.

There are a couple of other suggestions I'd like to make, and one is particularly in the field of construction. If the construction of special facilities for emergency food service is necessary to fulfill these goals, then at least 75 percent of those costs ought to be paid by Congress. Or if it is necessary to lease facilities for it, which might be an alternative, we think we would be able to function much more adequately if those funds were available.

Then third, I would like to suggest actually that we make a rather extensive revision of the entire system, so that local food services could be operated on a truly efficient and businesslike basis. If it is the objective of the Federal Government to purchase lunches for needy children, then I believe that it would be much more efficient and far less expensive, simply to permit school cafeterias to operate as a service facility, and for the welfare department or other agency to pay for the lunches of indigent families, either through a free or reduced-price meal ticket or outright meal purchase. If a system of that kind could be established, I think it would sharply reduce the waste of literally tons of food that's now being thrown out into the garbage, and it could reduce the costs of an army of persons needed to administer the present mess with no insult to the army intended, and I think it could provide services to all children, whether they be rich or poor, whether they be hungry or sated or whether they be on a diet or whether they be gluttons.

Thank you.

Senator McGovern. Dr. Plucker, I see a fundamental assumption in your testimony with regard to the feeding of schoolchildren, and I think you summarize it in the last paragraph of your statement, when, if I interpret it properly what you are saying, it is not proper to include the feeding of schoolchildren as a function of the Department of Education, that this is really a welfare function.

Dr. Plucker. I think that is a misunderstanding. I think there has to be a clarification of the financing of that activity, and at the present time, with the extreme limitation of funding for educational purposes, it becomes necessary then to determine what the sources of funds should be for the serving of other human needs, and there are rather extensive human needs in many fields, whether they be medical or whether they be for food or whether they be for clothing. As an illustration, someone in the session this morning mentioned $2½ billion worth of title I funds being available for serving of lunches. Obviously the title I people have determined that they are going to be rather hardnosed about the whole field of trying to meet needs, whether they be for lunches or clothing or whatever other they might be. I think it is a matter of trying to identify where the funds are coming from, Senator.

Senator McGovern. What I am puzzled by, you say that you are willing to accept Federal funding in order to feed all of the children, but that it ought to be put on a truly efficient businesslike basis.

Dr. Plucker. Yes.

Senator McGovern. And then you suggest the way to do that is to transfer it to the welfare department.

Dr. Plucker. Oh, no.

Senator McGovern. Yes. Your statement says "the welfare department or other agency to pay for the lunches of indigent families." Why do you think the welfare department can handle this financing on a more businesslike basis than the department of public instruction in the schools?

Dr. Plucker. No, I didn't say that they would handle the provision of food services at all. I am simply saying that if we want to purchase lunches, they can be purchased any way that you want to, but when we try to manage them in the way that we do, with every conceivable way of manipulating financing, it makes an extremely complex arrangement.

What I am suggesting is that if school districts were in a position to maintain and operate food service facilities with the option of the governmental agencies, be it welfare or whoever, to purchase lunches for anybody they want to purchase them for, it would simplify the whole operation, and not necessarily change it a great deal.

Senator McGovern. I am not really trying to be obstreperous, but I don't follow your logic as to why that is going to produce a more efficient or businesslike operation. The funds are now provided by the Federal Government, and they are provided through the department of education in the States, they are provided under the school lunch programs, on the assumption that a well-fed child can be better educated. Now, I am sure you operate a physical education program in your schools here on the theory that a child that gets adequate exercise will be a better student and a better citizen. I don't know why the same kind of logic doesn't apply with reference to the nutritional health of that child. What good does it do to try to build his muscles up in the gymnasium if his stomach is empty?

Dr. **Plucker.** Well, we really aren't talking about the same thing. I am sorry you are misunderstanding what I am saying.

All I am saying is that if a school food service facility were free to develop a lunch program in which children might very well have some choice, in which they might very well be given a service which they desire, rather than being put through a set, regulated regimen, we'd end up with a food service program that serves the needs and desires of children, rather than the tons of garbage which you can check out at any school cafeteria from New York to San Francisco.

Senator **McGovern.** Well, mabe I am missing some point here.

Dr. **Plucker.** I think you are, Senator, and I am sorry I can't make it clear to you, but let me just illustrate it.

If you and I were to go today to some place where we desired to break bread together, I am sure that it would be a delightful experience in which you would choose to eat one thing and I would choose to eat another, and it doesn't become a particular problem. But if by a rule and regulation you and I go to break bread together and we must both conform to a set pattern, not because you are hungry and I'm not, or I'm hungry and you are not, but we've both got to have the set pattern, and these are regulations laid down for us arbitrarily, we have some real problems. What I am really saying, I guess, this really isn't too serious a problem, given a greater flexibility, I am convinced that school lunch services can do a better job of serving children than they are doing now. That's all. That's a rather simple point.

Senator **McGovern.** Well, I guess where my difference with you would take place is the formula that you are suggesting for securing a better school lunch program. I think the more we see an adequate school lunch program for all children, including those who can't afford to pay it, as an important part of the educational process, the better job we are going to do, both in educating our children and in providing them with the kind of healthy bodies they need to be useful citizens.

I think the basic difference in your statement and what comes through with these witnesses that we heard earlier is that you really seem to see the feeding of poor children as a welfare function rather than an obligation of the schools, and that's where I would have to take issue with you.

Senate Dole.

Senator **Dole.** You may have discussed this, Dr. Plucker, in your statement, but I am wondering with the approval of the bond issue, some $24 million and the suggested demolition and modernizing of some of the buildings, that's a plan that may consume between 7 and 10 years.

Dr. **Plucker.** I wouldn't really anticipate that it would take that much time.

Senator **Dole.** 5 years?

Dr. **Plucker.** That would be quite realistic, within that.

Senator **Dole.** Well, whatever your time period is, if in the interim there are funds available through State and Federal sources, can there be a program implemented to take care of these schools that are not presently served by hot lunches? Do you envision any programs so we don't have to wait for that 5-year period to pass?

Dr. **Plucker.** I think in most cases the answer to your question would be yes. There may be a few isolated situations where it would be particularly difficult, but in view of the apparent recognition of the financial problems involved, and the willingness to assume the responsibility for the cost of those programs, I think then certainly it will be possible for us to move in the direction of establishing interim arrangements, yes. I don't see too many problems with that, other than, you know, some mechanical ones that are going to take a little bit of time to do. But one cannot very well announce a new program on Friday afternoon and then start on Monday morning with the implementation of the program.

Senator **Dole.** There have been some, I think four new schools, programs included in four different schools in the past several months.

Dr. **Plucker.** Yes.

Senator **Dole.** Are there any others in the process? Do you have any pipeline, so to speak?

Dr. **Plucker.** Yes, there are.

Senator **Dole.** How many do you have?

Dr. **Plucker.** At least two of the larger ones we would hope to get moving on. I don't know whether we will be able to get it done before the end of the current school term, which is really only about 2½, 3 months away, but those are now in process of being worked out. We did have, of course as you know, the four that were established, and they were a trial program. It was very clear in the establishment of them that those four programs in a period of approximately a month were operating about $8,000 in the hole. Now, in the absence of some kind of an indication of a way to meet that sort of an obligation, we were not in a position to expand very much more.

Now with the change that has been announced, hopefully we can move as rapidly as possible in implementing several additional programs, and two of those are now on the boards.

Senator **Dole.** It has been suggested to me unofficially, another city that has been mentioned, that OEO was able to provide more capability than the $5,000 that Mr. Cornelius mentioned this morning. I am not certain just what your share would be. Then there was some mention earlier this morning of $15,000 from the model cities program. That hasn't been approved as I understand.

Dr. **Plucker.** Yes. I think it should be noted that the model cities area, as was pointed out this morning, did not in its first planning year, which was last year, did not identify this as one of the needs which they considered particularly significant. Then when we did begin the planning of the four programs now in progress, they did hope to give us some assistance on it, it wasn't possible for them to do so and, in fact, their planning board has not yet agreed that these are priority items.

Senator **Dole.** I think the record should indicate, I am sure your statement does, that you aren't objecting to implementation of the program in all the schools in your district, is that correct?

Dr. **Plucker.** Very definitely. We have committed ourselves to doing so, and certainly at the most rapid rate that we can possibly get funds to finance it.

Senator **Dole.** I think the problem, as you indicated initially, there is a problem in this district.

Dr. **Plucker.** Quite clearly.

Senator **Dole.** And we want to help resolve it if we can. One resolution, as you have indicated, would be additional funds, and those funds, maybe as recently as last Friday, at least there may be some of those funds made available. If those funds were made available, then it is fair to assume that in due course, knowing it will take some time, it is as easy for us to talk about doing it, but there are only three of us and there are how many thousand children, so it takes some time to implement the program, to get the equipment, but there is a possibility even if you had the money you might be able to implement this program in nearly every school by the next school year?

Dr. **Plucker.** Well, we are certainly going to examine every way possible to move it along. I would not this morning want to just, you know, off the cuff, on the basis of a piece of information that came out on Friday, say on Monday that we will have the problem solved in 6, 8, 10 weeks or whatever the time might be.

Senator **Dole.** I think I have made it clear to you and other witnesses this isn't an adversary proceeding, there is no one on trial here, but we have the responsibility in the Congress, since it does involve Federal funds, to determine first of all if the funds can be used effectively and, second, if there is a need, not just for additional funds, but for improvements in the program. I think I have a philosophy which indicates you just don't solve everything with Federal dollars, and we can appropriate all the monies someone might think we needed and still not solve the problem in Wyandotte County or District No. 500 or in any other area in America, but there is a need in this area, you recognize it, we want to more fully appreciate not only your problem by the problem of those who testified earlier in an effort to resolve them, and that's as fair a statement as I can make.

Dr. **Plucker.** I think we want to recognize it in terms of objective. I don't think that there is any significant difference in point of view. There is always a problem so long as we are looking for funds to finance any kind of program, whether that be a program for the defense department or whether it be the educational programs.

Incidentally, I might point out here that while we are deeply concerned with the matter of providing for a particular physical need of children, we are equally concerned with the inadequacy of funds for meeting the general educational needs of children, that go beyond merely the matter of solving the question of physical needs.

Senator **Dole.** The operation has never been a profitmaking one, has it?

Dr. **Plucker.** Pardon me?

Senator **Dole.** The school lunch operation has never been a profitmaking one for your district, has it?

Dr. **Plucker.** Not in the general sense that we think of a profit, but certainly it has carried its own weight in the past, yes.

Senator **Dole.** Have the excess funds been plowed back into the operation?

Dr. **Plucker.** Any funds accumulated from the operation have been used in the food service program itself. That is, it doesn't finance any other kind of activity for the school or the school district. Obviously, it would not in any way support the extracurricular activities of a school or anything of that sort, no.

Senator **Dole**. Thank you.

Senator **McGovern**. Senator Bellmon.

Senator **Bellmon**. Thank you, Mr. Chairman.

Dr. Plucker, on pages 11 and 12 of your statement you say that "The limits on budgets and expenditures for Kansas school districts make the provision of supplemental funds from local tax sources impossible," and yet Mr. Cornelius said in his testimony this morning that whereas in Kansas City there are 32,000 students, only 5,000 participating in the school lunch program, and yet in Des Moines, 21,000 participate, almost 21 percent get a free lunch; in Fort Wayne, 20,000, a similar size district, 20,000 participate, almost 8 percent get a free lunch.

Do you think there is something else keeping you from doing a better job here? Comparing what you are doing and what has been done in other areas, it makes me wonder if it is a lack of ability as you mention in your statement, or whether maybe there are some other reasons.

Dr. **Plucker**. I think, Senator, that it would be fair to say that the major disparity grows out of the historical background in which a community such as this one grew up as a relatively compact community, based on a very narrow neighborhood school concept in which children generally went home for lunch.

Senator **Bellmon**. Then you say that you do have the resources to do a better job?

Dr. **Plucker**. I don't say that, no. There are other problems as well, but the immediate problems of resources are a little bit different.

First of all, you have the situation that developed historically. Now the question is how do you get out of it, so to speak, how can we move from that point.

The State of Kansas did some rather interesting things about a year or two ago. They adopted legislation which said, in effect, that a school district may not increase its revenue from local tax sources by one dime from 1 year to the next, and it may increase its budget no more than 5 percent. Now, of course if you can figure out how you increase your budget by 5 percent without increasing your revenue by a dime, well, you know, we all try to manipulate those figures, but in fact that's what the State legislature did, and so what I am merely saying is that whether we like it or not, there simply are no local tax funds available to support new and additional programs.

Senator **Bellmon**. Then your problem in Kansas City is general over the whole State of Kansas, is that right, as far as these problems are concerned? In other words, is the situation you describe here in which 25,000 students out of 50,000 participate in the school lunch program, is that general across the State of Kansas?

Dr. **Plucker**. No, no. There are varying situations.

Senator **Bellmon**. You are apparently using your resources in some other way by choice.

Dr. **Plucker**. Yes. I would have to say this, in looking again at history. The total expenditures per child for public education in this school district have been either at the bottom or the lowest, or almost the lowest, for any school district in the State of Kansas, and that has been a pattern that has existed for a good many years, because of many factors, including the fact that the State has adopted State support formulas which discriminate against districts like this one; including the fact that we do have a heavy, general tax burden throughout the community for the support of many community and municipal services, and for many other reasons. Consequently, this school district has been operating at the poverty level in financing itself for many, many years.

Senator **Bellmon**. Dr. Plucker, I am not going to pursue this any further, but I would like to just ask one question. In your testimony, in your concluding paragraph you seem to be stating a preference for an a la carte system as opposed to the class A.

Dr. **Plucker**. That's correct.

Senator **Bellmon**. If such an a la carte system were used, it would seem to me it would be necessary for the school to assume responsibility for helping children choose a nutritious, balanced diet.

Dr. **Plucker**. That's correct.

Senator **Bellmon**. Do you in your school system make this kind of effort to teach nutrition?

Dr. **Plucker**. I think we do and I think we can, yes.

Senator **Bellmon**. The evidence is that when the a la carte program is followed, the children generally don't choose a balanced diet, they prefer foods that are deficient in many of the nutrients. Do you feel you can overcome this problem?

Dr. **Plucker**. Well, I think one has to recognize that children have different eating habits and patterns. The fact that a child does not necessarily eat a large, full meal lunch like, you know, we used to do back on the farm at noon, just because a child doesn't do that doesn't necessarily mean that that child is not being well fed.

In other words, he may have a diet pattern that does not include a big meal at noon. I don't. I personally do not.

Senator **Bellmon**. We have this group of photographs, which you probably haven't seen.

Dr. **Plucker**. Yes, I have seen them.

Senator **Bellmon**. These show many of the children who could have bought fruit or milk but they have bought corn chips and potato chips or candy bars.

Dr. **Plucker**. Frankly, I think that would be a very poor way to teach, but at a school where you can provide, you don't provide that type of thing, but by providing nutritious food, I think you can do a good job of teaching children how to eat.

Senator **Bellmon**. Would it be out of line to ask you to furnish the committee with some sample of the kind of nutritional curriculum that you are presently using in your school?

Dr. **Plucker**. I am sure we can provide information for you.

Senator **Bellmon**. Thank you.

Thank you, Mr. Chairman.

Senator **McGovern**. Thank you very much, Mr. Plucker, you and your associates, for your testimony.

Dr. **Plucker**. I want to just comment, if I might, that Dr. John Yulich, president of the board of education, had to leave earlier this morning, and he has now had a chance to come in. I don't know whether he had to deliver a baby this morning or what he did, but he had an emergency call that required him to leave. Dr. Yulich is at the end of the table. Next to him is Dr. Frazer, assistant superintendent, and Mrs. Rosemary Gammon, our director of food services.

Senator McGOVERN. Thank you very much.

Senator DOLE. Do you want to say anything?

(The prepared statement of Dr. O. L. Plucker follows:)

PREPARED STATEMENT OF DR. O. L. PLUCKER, SUPERINTENDENT OF SCHOOLS, UNIFIED SCHOOL DISTRICT NO. 500, KANSAS CITY, KANS.

The Board of Education of Kansas City, Kansas, was organized in May of 1886, very shortly after the city of Kansas City, Kansas, was formed. The city itself was organized by uniting the villages of Wyandotte, Armstrong, Armourdale and the previous city of Kansas City, Kansas. From its earliest days to its most recent history, Kansas City, Kansas, has been a compact city of small homes, generally built on small lots and one which might best be described as a workingman's town. Throughout the city, schools were built to serve rather intimate neighborhoods in which children maintained a close home contact and walked home for lunch. As a consequence, from the period of its earliest establishment in 1886 through at least 1965, elementary schools were constructed with no provision made for school lunch programs.

As elementary schools were built during the 20's and 30's and again during the 50's, they were based on the assumption that children would be eating lunches at home and that teachers should not be excessively involved in the task of supervision of pupils during the lunch hour. This pattern which was typical of the development of elementary schools, obviously, was not suitable for the junior and senior high schools which inevitably cover larger geographical areas. Because junior and senior high school students had to cover longer distances to attend school, in each of these buildings facilities to provide lunches were installed when the schools were built.

It should be noted, however, that in each of those junior and senior high schools, lunches provided were those commonly known as a la carte services; that is, a system in which a student had a complete choice of individual items ranging from simple sandwiches to full meals. It should also be noted that participation of the Federal Government in such programs was minimal in that only minimal surplus commodities were provided and reimbursement took place only under the special milk program.

Where there were special reasons for doing so, elementary school children were permitted to bring their own lunches and after about 1965, milk was provided in the elementary schools under the special milk program.

In October of 1967, a major bond issue proposal for construction of new schools which would have provided for establishment of food service programs in substantially all schools was presented to voters of Kansas City, Kansas. That proposal was not approved, thereby making it impossible to attack in any significant manner the massive backlog of needs for improvement of school buildings in Kansas City, Kansas.

B. Annexation of the Washington district

In January of 1967, the Kansas City, Kansas School District was expanded by almost 100% in terms of area and almost 50% in terms of pupil enrollment as a consequence of the annexation of a large, previously unincorporated and randomly developed suburban area known as the Washington School District. That annexation took place as a result of an election in the Washington area only.

Prior to 1960, that area had been composed of at least six totally independent elementary school districts overlapped by an independent senior high school district. Because of the large distances involved and the complete lack of sidewalks, almost all pupils in that area were transported to and from school. It should also be noted that state transportation laws were written so as to provide transportation aid to districts such as these which were located outside of city limits and to prohibit the reimbursement of any transportation program within the city limits, thereby further complicating the differences between suburban and urban schools.

Because of sparse population, transportation, and other factors, it was obviously not practical for children in the attached area to go home for lunch and as those schools were developed, facilities for furnishing school lunches were installed so that children could purchase lunches at school. For some years prior to 1967 (the exact number of years is not known), the schools in the Washington area operated under the National School Lunch Act under which Federal and State governments furnished some of the funds for the cost of children's lunches.

The annexation, of course, did not change the unusual circumstances that existed in the Washington district, that most of the children lived too far from school to go home for lunch. For that reason, the Kansas City, Kansas, Board of Education continued to enter into the contracts with the State Department of Public Instruction pertaining to those schools and has received from federal funds approximately 4 cents per lunch reimbursement, plus the varying amounts of assistance provided through commodities. The value of such commodities has ranged from an average of 2 to 5 cents per lunch depending upon the vagaries of federal purchase policies with respect to surplus foods.

C. Recent developments

During 1969 and early 1970, a great deal of study concerning the physical plant needs and other needs of the Kansas City school district was done. A complete plan for new school construction was developed and a bond proposal in the amount of 24.5 million dollars was placed before voters early in 1970. This proposal, in addition to providing for construction of numerous buildings, provided that as the program progressed, facilities would also be developed to provide for school lunch programs in every school in the system. This was to be achieved partly through the elimination of some of the older buildings which had no such facilities and partly through the development of satellite feeding programs in schools in which kitchen facilities, etc., were not a reasonable alternative.

Also, in 1969 a study of the possibilities for expansion of the lunch program with particular concern for the free and reduced features was made. While much of the data contained in that report has become obsolete because of changes in enrollments, financing patterns and building facilities, the report demonstrates the problems faced at that time. A copy is attached for the information of the committee.

(See Appendix A—Free Lunch Program Report.)[1]

II. CURRENT STATUS

In 1970, a new attempt was made to secure voter approval for the construction of new and improved schools throughout the district through the passage of a $24,500,000 bond proposal. A copy of that proposal is included here. As previously mentioned, included in this proposal were plans for expansion of school lunch facilities so that substantially the entire district would have available food service facilities.

(See Appendix B—Plan for School Building Expansion and Modernization, Kansas City, Kansas, September 1969.)[2]

Following the approval of the construction proposal, plans were begun immediately for its implementation. Because of the peculiar situation developing at one of the senior high schools (Washington) in which double sessions were necessary to provide for emergency housing of extensive over-enrollments, it was possible to convert the kitchen in that building on a temporary basis to serve satellite elementary school operations. Therefore, food serving facilities were developed in the Fairfax, Bryant, Grant, and Douglass schools in an effort to provide programs under the School Lunch Act in areas having the highest percentage of low-income families. Total cost of equipment for these projects, including service trucks, additional refrigeration and preparation equipment, service equipment, tables and chairs, etc., was about $103,000 of which federal sources provided $77,300. Prior to that time, early in 1970, a program was established in the Stowe School area utilizing the space in a nearby church in an effort to experiment with an emergency type arrangement and to serve an area largely populated by residents of a large public housing project (Juniper Gardens). Extensive communication with various offices which might be of assistance was carried on but very little in the way of actual help was received. The general status of the problem was outlined in a letter to Mr. Herbert D. Rorex, on September 24, 1970. A copy is attached.

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[1] See p. 656.
[2] See p. 661.

(See Appendix C.) [3]

Extensive correspondence with Senator Dole's office produced a letter dated November 25, 1970, containing the following statement:

"The Department of Agriculture has indicated that it is possible to construct and equip a permanent satellite preparation facility to provide immediate and long-term food service to all children in all schools in your district . . . Programs such as the one above could utilize up to 75% in nonfood assistance funds from the Department of Agriculture which would require a minimum matching of 25% by the district . . . It is essential that the State plan, filed by the State Department of Education by January 1, 1971, takes account of the need to expand these programs in Kansas City in order to establish the level of Federal assistance."

Every effort to verify the accuracy of the Senator's letter was made but apparently there were some misunderstandings regarding the actual purposes for which funds could be used.

An inquiry by the Kansas City, Kansas Advisory Council on Education, dated November 23, to Senator Dole's office received the reply dated November 30, as follows:

"The Department of Agriculture has indicated that it is possible to construct and equip a permanent satellite preparation facility to provide immediate and long-term food service to all children in all schools of your district. USDA has also indicated that such a program could utilize up to 75% in nonfood assistance funds which would require a minimum matching of 25% by the district."

Again, attempts to determine the accuracy of the statement were made so that we could proceed promptly with necessary applications to "construct and equip a permanent satellite preparation facility."

However, on December 3, we received an explanatory letter from Senator Dole's office saying:

"This was no intent to imply that Federal funds may be available for construction costs of buildings. The Federal-local matching I mention is strictly for nonfood assistance, i.e. equipment."

On December 9, 1970, the Board of Education adopted a revised policy statement for schools serving lunches under the terms of the National School Lunch Act, as amended by P.L. 91–248. That policy is attached. (See Appendix D—Policy Statement for All Schools of USD #500, etc.)[4] Under that policy, programs in all schools which had previously been functioning under the School Lunch Act continued to do so, but a number of schools which had previously been operating as a la carte programs were brought under the Type A, fully reimbursed sections of the Act. This meant that the following schools changed from a la carte service to Type A: Argentine Junior-Senior High School, Rosedale Junior-Senior High School, Summer High School, Wyandotte High School. Central Junior High School, Northeast Junior High School, Northwest Junior High School, and West Junior High School.

In addition, in January of 1970, the following elementary schools were added for operation under the terms of the act: Bryant, Douglass, Fairfax, and Grant.

As required by the law and the policy, proper letters and application forms for free and reduced price lunches were sent to all homes of children enrolled. Because of the time of implementation of the new program, the month of February is the first full month in which operating comparisons can be made. The following table makes a comparison of cafeteria operations in the various schools for 20 days in 1970 and a comparable 18-day period in 1971.

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[3] See p. 683.

[4] See p. 684.

COMPARISON OF SCHOOL LUNCH PARTICIPATION, FREE AND REDUCED LUNCHES AND OPERATIONAL GAIN-LOSS, FEBRUARY 1970–FEBRUARY 1971

School	Average daily participation[1]		Average daily, free and reduced		Gain or loss	
	February 1970	February 1971	February 1970	February 1971	February 1970	February 1971
Argentine	581	594	0	105	$834.33	$621.56
Rosedale	398	404	0	59	468.35	11.73
Sumner	461	475	0	124	(242.76)	(1,165.20)
Washington[2]	1,130	101	11	0	1,576.94	(8,117.38)
Bryant[3]		398		246		([4])
Douglass[3]		463		339		([4])
Fairfax[3]		231		82		([4])
Grant[3]		226		108		([4])
Wyandotte	950	938		131	640.85	(919.00)
Arrowhead[3]		670		24		230.60
Central	658	594		158	818.79	362.70
Coronado[5]	975	653	13	44	723.03	(341.62)
Vernon	80	123	24	73	([6])	([6])
Northeast	919	793	0	441	493.55	(732.28)
Northwest	748	749	0	189	1,662.82	(56.38)
West	459	334		25	618.07	8.97
Bethel	246	260	5	6	32.83	29.21
Hazel Grove	410	446	4	42	289.61	48.57
Claude Huyck	259	273	1	6	465.19	252.31
J. F. Kennedy	263	271	0	11	395.37	(210.08)
Lindbergh	291	301	9	52	20.74	5.17
Stony Point North	476	535	2	35	636.74	460.64
Stony Point South	355	385	3	9	415.29	310.33
Stowe[7]	120	209	21	156	(1,258.27)	(744.55)
Vance	249	266	0	15	159.38	106.12
Welborn	550	571	10	52	357.63	(66.75)
White Church	201	211	5	22	(209.65)	(304.01)
Total	10,779	11,474	108	2,554	8,898.83	(10,209.34)
Comparable total[8]	9,649	9,385	97	1,755	7,321.89	(2,322.56)

[1] Average daily participation includes adults served.

[2] Washington on split sessions, limited food service in February 1971.

[3] Schools that did not have food service in February 1970.

[4] Washington is the central kitchen for Bryant, Douglass, Fairfax and Grant. The "gain or loss" is shown as a total under Washington.

[5] The decrease in participation is due to the decrease in enrollment with the transfer of 9th grade students to Washington.

[6] Coronado is the central kitchen for Vernon. The "gain or loss" is included under Coronado.

[7] Stowe's Food Service was not in operation in February 1970. The figures from May 1970, were used.

[8] Comparable totals include the schools which were in operation full scale both years and Stowe.

An analysis of the table indicates several facts. First, in schools where a change from a la carte to the Type A, free and reduced, reimbursed lunch program was made, the total participation did not change significantly and in some cases, there was an actual decline in participation. Second, in most schools, the number of lunches served without charge or at reduced prices increased dramatically; and third, the operating expenses far exceed total income including reimbursement from School Lunch funds with a resulting operating loss in excess of $9,000 for 18 days. If such an operating loss were projected over an 180-school day period, obviously, the operating loss would be approaching $100,000 or more.

Because of the clearly established fact that the program in Kansas City cannot continue with losses of the magnitude experienced during the first month of operation on the new policy, informal appeals for additional assistance were made to the State Department of Education, School Lunch Division, on March 4, 1971. On March 9, we were informed by Miss Ruby Scholz, State Director of School Lunch, that there are possible additional funds which her office could provide and which, we hope, will put the operation on a sound basis for the remainder of the 1970–71 school year. Applications for such aid have been submitted. Further analysis of experience during the month of March will be made early in April.

Further information regarding plans and programs is contained in a press release dated February 19, 1971, and attached.

(See Appendix E.)[5]

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[5] See p. 687.

III. SERIOUS CONCERNS

A. Projected plans for expansion

It is anticipated that U.S.D. #500 will proceed as rapidly as possible in the execution of its total plan for construction of new school facilities. As those projects are moved forward, facilities for school lunch service will be made an integral part of them. Maximum use will be made of all Federal funds available for equipment of new and expanded facilities. Upon completion of the projected building program, all schools will have food service facilities available. The methods by which lunches may be served and financed will, of course, depend upon what alternatives Congress, in its wisdom may devise and upon the fiscal realities which must be faced.

B. Operational prospects

Unless a way is found to provide greatly increased financial assistance to cover operating expenses of the Federal School Lunch Program in areas having a high density of children eligible for free and reduced price lunches, the program will be bankrupt by the end of May 1971, and no amount of construction of facilities will revive it. This would leave the district no alternative but to develop a food service program on a fully self-supporting basis, independent of the control provisions of the National School Lunch Act.

1. It is clear that current patterns of reimbursement coupled with the mandatory openhanded free lunch policies result in an operation which, while perhaps adequate in a normal community, is doomed to financial disaster in areas having high concentrations of families depending upon various forms of public assistance. Approval of a higher rate of reimbursement may provide the needed relief. However, no information regarding the adequacy of such funding for the 1971–72 school year is available since the full impact of new programs in all of the larger districts of the state is totally unknown.

2. The limits on budgets and expenditures for Kansas school districts make the provision of supplemental funds from local tax sources impossible.

3. Operation of provisions of the School Lunch Act which have as their objective, the requirement that the state shall provide certain matching funds to maintain the lunch program pose another real threat to the success of the program. The present session of the Kansas Legislature has given no indication that it has any intention of meeting federal requirements in this regard. It is my understanding that if the provisions of the law are followed, there will be a reduction in reimbursement in the amount of about 5 cents per lunch on all Type A lunches served. This would amount to over $100,000 additional loss in a year of operation or over $200,000 per year when coupled with already discussed problems. This problem is discussed in detail in a memorandum from the School Lunch Division of the Kansas State Department of Education dated February 17, 1971.

(See Appendix F.) [6]

IV. SUGGESTIONS

Although there may be no clear answer to all the problems involved, it should be clear that this district has no quarrel with the objective of making certain that every child is properly fed, clothed and housed. We would also encourage every effort to assure every child the security of a loving home life and the medical care he needs.

If it is the desire of Congress to provide the resources so that schools can assume responsibility for providing any or all of these worthy services, we stand ready and willing to do so for we, too, share a deep and abiding concern for all children. We do, however, resent the cynicism with which we have literally been asked to feed the multitudes with a handful of fish and a basket of bread.

We, therefore, respectfully request that the members of this committee and the Congress of the United States carefully consider the possibility of being responsible for its own acts and that to further their implementation they consider one or more of the following alternatives:

1. If the law contemplates the provision of a free or reduced price lunch for every child whose parent or guardian indicates a need, that Congress underwrite in full the cost of all meals so served.

2. If construction of special facilities for emergency food service is necessary to fulfill congressional goals, that at least 75% of such costs be paid by Congress.

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[6] See p. 690.

3. It is further suggested that the entire system be revised so that the local food service could be operated on a truly efficient and businesslike basis. If it is the objective of the Federal Government to purchase lunches for needy children, I believe it would be much more efficient and far less expensive simply to permit school cafeterias to operate as a service facility and for the welfare department or other agency to pay for the lunches of indigent families either through a free or reduced price meal ticket or outright meal purchase. Such a system could sharply reduce the waste of tons of food now being thrown in the garbage, could reduce costs of the army of persons needed to administer the present mess (no insult to the Army intended), and could provide services to all children; rich or poor, hungry or sated, glutton or dieter.

Appendix A

FEBRUARY 11, 1969.

FREE LUNCH PROGRAM REPORT

The initiation of welfare programs or programs to meet special needs is a constant and serious concern in urban schools and other governmental units. Establishment of such programs can have serious social effects if they tend to concentrate people who have problems into one small area. A good example is the very commendable public housing program which has frequently "gone sour" when it has pulled many people with serious problems into massive housing projects, thereby creating even greater problems. It is with this in mind that the following report approaches the subject of providing school food services for low income families in at least a somewhat decentralized manner.

The study has avoided an approach which would force welfare and low income families to concentrate in two or three schools, but has attempted to serve them wherever they may be living at the present time. As a practical matter, however, schools having few or no families in this group have not been included in the study. While there are some low income and welfare children in every school, twenty-three schools have such children in numbers greater than the average percentage for the district as a whole and do not now have food service programs. Obviously, establishment of a program in these schools only would still deny service to children from low income families living in other school areas.

Schools included in study

Requests for free and reduced price meals in schools having concentrations of children from famlies on welfare and/or having low income levels have led to the following review of the status of facilities and service requirements. Schools included in the study are those which have concentrations of low income families greater than the average for the district as a whole and not now having food service. Schools included are:

Abbott
Attucks
Bryant
Douglass
Dunbar
Fairfax
Frank Rushton
Grant
Hawthorne
John Fiske
J. J. Ingalls
Kealing
Lowell
Major Hudson
Morse
Noble Prentis
Prescott
Quindaro
Riverview
Stanley
Stowe
Whitmore
Whittier

Status of food service facilities

Schools in the above group may be classified into two major groups. First, those schools which are older (pre 1930), have at least two floors, have no dining room space within the present structure and have no kitchen adequate to provide for dish washing, food preparation or serving. Included in this group are:

Abbott
Attucks
Dunbar
Hawthorne
John Fiske
J. J. Ingalls
Kealing
Lowell
Major Hudson
Prescott
Quindaro
Riverview
Stanley
Stowe
Whitmore
Whittier

Those in a second group are relatively new buildings which are generally single story buildings in which dining room space could be provided in an all-purpose room but with no provision for dish washing, serving, food preparation or storage. Included in this group are:

Bryant
Douglass
Fairfax
Frank Rushton
Grant
Morse
Noble Prentis

It is, therefore, evident that in any system established, provision will need to be made for preparation of food in locations away from the school building or to construct new kitchens at the school. It will also be necessary to provide food storage facilities. Dish washing and sanitary services will need to be provided with a heavy use of disposable dishes if lunch services are to be provided in those schools through a "satellite" operation. No single method would provide for all needs because of the variation in problems from building to building and because of building locations.

Numbers of children involved

A second factor involved is the potential of each building in terms of lunches served and the number of free or reduced price lunches involved. The following table indicates the name of each school, its enrollment in grades 1–6 and an estimate of the number of children who would be qualified for free lunches under current guide lines if a Type A program were offered.

ESTIMATED FREE AND REDUCED PRICE LUNCH DEMAND IN LOW-INCOME AREA SCHOOLS

School	Total enrollment	Total low income
Abbott	355	97
Attucks	98	32
Bryant	437	98
Douglass	630	379
Dunbar	588	280
Fairfax	331	105
Frank Rushton	486	120
Grant	367	247
Hawthorne	833	239
John Fiske	392	99
J. J. Ingalls	130	37
Kealing	194	147
Lowell	448	128
Major Hudson	236	62
Morse	225	60
Noble Prentis	351	18
Prescott	221	32
Quindaro	494	83
Riverview	274	158
Stanley	399	120
Stowe	369	280
Whitmore	211	33
Whittier	245	44
Total	8, 314	2, 898

In the 23 schools involved, there are a total of 8314 pupils enrolled of which an estimated 2898 or about 35% would be eligible for free or reduced price lunches. Even under most favorable conditions, it would not be anticipated that more than 60% of the regular students would purchase a lunch, making an estimated net of about 3,300 regular lunches and about 2,898 free lunches per day.

It should be noted that of the above groups of schools, 16 would require that services be in classrooms and other make-shift areas while seven could use regular all-purpose rooms for dining areas. However, in at least three of these, the all-purpose room is also used as classroom space.

COSTS OF LUNCH PROGRAM

Two types of costs are involved, capital expenditures and operating costs. Capital expenditures involve the cost of all additional equipment, such as refrigerators, stoves, serving trucks, dishes, etc. Operating costs basically involve the cost of raw food, labor, and miscellaneous costs such as utilities, gasoline, transportation, supplies, etc.

Until recently, federal regulations prohibited the employment of any private catering service for the elementary school lunch program even though it has been used in the Head Start program for several years. Therefore, the first cost estimate made here is based on catered service in which a private operator would be contracted to bring in lunches in a manner similar to Head Start.

A second factor in the service would be child supervision costs. Depending on the number of pupils involved, two to four aides would be required for pupil supervision of at least one and one-half hours per day in each school.

Abbott	3	Major Hudson	2
Attucks	2	Morse	2
Bryant	4	Nobel Prentis	3
Douglass	4	Prescott	2
Dunbar	6	Quindaro	4
Fairfax	3	Riverview	2
Frank Rushton	4	Stanley	3
Grant	3	Stowe	3
Hawthorne	6	Whitmore	2
John Fiske	3	Whittier	4
J. J. Ingalls	2		
Kealing	2	Total	73
Lowell	4		

73 at 1½ hours per day (hours)	106. 5
106.5 hours at $2 per hour (per day, including S.S. & wk comp)	$213
$213 per day for 180 days	$38, 340

The child supervision factor would remain quite constant, regardless of the type of program offered.

Catered programs

Based on catered cost for Head Start programs, catered costs would be as follows:

	Cents
First 200 meals per day, 84.3 cents each plus milk	90. 3.
Meals over 200, 50.0 cents each plus milk	56. 0.

Milk additional, net cost 6 cents per carton.

The following summary of catered costs is made:

200 at 90.3 cents per day	$180. 60
2,698 at 56.0 cents per day	1, 510. 88
Daily catered cost	1, 691. 48
Times days served	180
Per year	304, 466. 40
Supervision	38, 340. 00
Total	342, 806. 40

Estimated cost of garbage removal, disposal of paper service, additional custodian service, etc.

$6.00 per day per school=$138 per day×180 days=$24,840 per year.

Therefore, it is evident that a catered service would cost about $367,646.00 per year for the free lunch group. No figures are included for regular students who are not eligible for free lunches.

School operated programs

A program in which the school lunch department itself would prepare and serve meals would probably have a lower operating cost per meal served but would involve extensive capital outlay expenditures or high operating costs, depending on the service method selected. Because few, if any, of the schools involved are so situated as to permit food preparation at the school except at great investment, the only procedure examined here is that of preparation of food in remote locations such as other junior and senior high kitchens and the transportation of food to the buildings involved. As is true in the privately catered service, this again produces relatively high operating costs as well as a considerable capital expenditure.

Although detail studies by expert food service consultants would be needed to determine actual equipment needs and most advantageous operating methods, three major food preparation centers would be involved; Argentine High School, Wyandotte High School, and Northeast Junior High School. By dividing services to the 23 schools listed, each kitchen would serve a group of schools with enrollments as follows: Wyandotte—3,104; Northeast Jr.—2,682; Argentine—2,528; with schools assigned as follows:

SCHOOL OPERATED PROGRAMS

	Enrollment	Free meals
Wyandotte:		
Abbott	355	97
Bryant	437	98
Douglass	630	379
Lowell	448	128
Prescott	221	32
Quindaro	494	83
Riverview	274	158
Whittier	245	44
Total	3,104	1,019
Northeast Junior:		
Dunbar	588	280
Fairfax	331	105
Grant	367	247
Kealing	194	147
Stowe	369	280
Hawthorne	833	239
Total	2,682	1,298
Argentine:		
Attucks	98	32
Fr. Rushton	486	120
John Fiske	392	99
J. J. Ingalls	130	37
M. Hudson	236	62
Morse	225	60
N. Prentis	351	18
Stanley	399	120
Whitmore	211	33
Total	2,528	581

Capital outlay

Establishment of the three centers for service of food in 23 elementary schools would require major additions to service facilities. Conservative estimates of capital expenditures involved would be $324,544. It should be noted that a preliminary study of this matter was made by architects in 1967. At that time the estimated cost for establishment of food service programs for all elementary schools not now having such service was placed at about $1,000,000 and that amount, for that purpose, was included in the bond issue proposal made in 1967. No detailed studies have been made since that date. A list of minimum equipment needs is attached.

Operating costs

If it is assumed that the program is to be operated by the food service department instead of by contracted and catered service, cost estimates are as follows:

First: Actual cost of raw food for Type A lunches now being served is 28 cents per meal. Food costs include the cost of milk which is six (6) cents per meal.

Second: Labor and other operating costs are 15.7 cents per meal. Because of various operational problems in a "satellite" program, labor and other operating costs per meal served would be considerably higher. All preparation would need to be done on a shift between 3:00 a.m. and 9:00 a.m., thereby demanding higher wage scales. Cost of operating trucks, including drivers and helpers would be additional. Problems of trash and garbage disposal, additional custodial services, etc., are almost impossible to estimate but it would be reasonable to assume that labor and operating costs would be at least 35% above those in regularly established cafeterias or about 21.1 cents per meal. Total cost per meal, not including capital cost, would therefore, be about 49.1 cents per meal which includes 28 cents food costs and 21.1 cents for labor and other operational costs.

If we use the same estimates of participation in free lunches as were used in the section relating to catered lunches, costs would be as follows:

2,898 free lunches per day at 49.1 cents:

Per day	$1,422.92
Times days served	180
Per year	256,125.60
Supervision	38,340.00
Total	294,465.60

Therefore, it is evident that a service operated by the district would cost about $294,465 per year for the free lunch group. No figures are included for the regular students not eligible for free lunches. However, any charge less than 45 cents per meal for such pupil (after adjustment for standard reimbursements) would result in further operating losses.

FINANCING THE PROGRAM

Capital costs

It will be remembered that an estimated $1,000,000 was included in the last bond issue proposal for the purpose of establishing food service facilities in all elementary schools not now having such services and for upgrading several others. That amount would have covered the capital outlay needs and provided facilities in all schools. Failure of voters to approve that proposal in 1967 has left us with no unallocated local funds to complete this project. We, therefore, turn to State and Federal fund allocations.

Several conferences and written communications with Ruby Scholz, Director of the School Lunch Section of the Kansas State Department of Public Instruction have resulted in an indication that she could make available about $25,000 for the establishment of a free lunch program. Therefore, it is evident that for the establishment of the program for the 23 listed low income area schools, it would be necessary to secure an additional amount of about $300,000 from local property tax sources. It should also be noted that in so doing, it would only be reasonable to complete the process in all elementary schools as recommended in 1967, thereby establishing a more efficient and effective total operation.

Operating reimbursements

As has been pointed out, operating costs would be about 49.1 cents per meal served. To offset these costs, the School Lunch Section has indicated that there would be some increases in the surplus commodities provided and that under certain circumstances some lunches could be reimbursed at the rate of 24 cents plus 2 cents for milk. However, in spite of repeated requests for information, we have been unable to secure any estimate of the actual dollars or the number of lunches for which such payment would be made.

Any amounts not paid from State and Federal funds would need to come from other sources which are not now available. Because of the inability or unwillingness of the Director of the School Lunch Section of the State Department of Education to provide anything more than token aid in a massive program such as is involved here, payment of the entire program from local funds would require a tax rate increase which would produce about $294,465 annually and would provide an additional $300,000 in the first year to pay capital outlay costs or a total of $594,465 in the first year and $294,465 per year thereafter. Since state laws prohibit significant budget increases, the funds would actually need to be taken out of allocations presently being spent for educational programs.

CONCLUSION

The foregoing is presented for the information of and consideration by the Board of education in reaching a decision concerning the request for establishment of a program to provide free lunches. The Superintendent and staff will be pleased to implement such programs as the Board may fund and may, in its wisdom, direct to be established.

Minimum equipment needs for food service—23 schools—enrollment 8,314

6 Step van trucks with power lift at $6,000		$36,000
41 Food service carts at $425		17,425
23 Equipment for satellite school at $6,820		156,860
Refrigerator-freezer	$1,320	
Milk cooler	1,500	
Sink-drainboard, etc	750	
Storage cabinet	150	
Dishwasher	1,500	
Total	5,220	
Installation	1,600	
Total	6,820	
700 dozen service equipment at $34.40 dozen		24,080
	(Per dozen)	
Trays	$14.70	
Nappes	5.45	
Spoons	2.24	
Forks	3.20	
Knives	5.95	
Glasses	1.43	
Cups	1.43	
Total	34.40	
Equipment at preparing school		57,870
6 Refrigerators at $1,320		7,920
3 Freezers at $1,320		3,960
6 Ovens at $900		5,400
3 Mixers at $1,000		3,000
3 Slicers at $800		2,400
3 Storeroom building at $3,000		9,000
3 Sets pots, pans, etc. at $4,230		12,690
3 Miscellaneous equipment at $4,500		13,500
Estimated cost of portable tables and chairs		25,000
Contingencies		7,309
Total estimated capital outlay		324,544

Appendix B

A PLAN FOR SCHOOL BUILDING EXPANSION AND MODERNIZATION, KANSAS CITY, KANS.

Basic Facts and Conclusions

That there is a critical need for new and additional schools in Kansas City, Kansas, is a fact beyond dispute repeatedly confirmed by:

1. Studies done by the staff of the Board of Education;
2. A study by the deans of three leading university schools of education;
3. A Citizens' advisory committee known as the Council of 100; and
4. A professional consulting service.

In addition, various ad-hoc groups and committees representing various segments of the district have repeatedly presented their special concerns to the Board of Education.

A second fact clear to those who have studied the problem is that the total of all needs is considerably in excess of the financing ability of the school district.

Third, it is clear that if any relief of the problem caused by inadequacies in school buildings is to be realized by 1971, action must be taken to approve planning and financing before January, 1970.

These three facts lead to several conclusions.

1. It is necessary that there be a long-range plan for outlining an attack on the problem of inadequate buildings. However, because many anticipated developments over a 10 or 15 year period may change materially, any such long-range plan must have a reasonable degree of flexibility.

2. Short-range and intermediate-range plans should be developed to provide for immediate responses to critical problems as well as to provide for continued progress toward long-range goals.

3. Detailed plans for each major new building must depend on parallel plans for the new educational program to be conducted in it. This detailed planning task, however, requires first that the decision to building the new schools must be made.

There is probably little disagreement on either the stated facts or conclusions. However, the development of plans for dealing with the problem is complicated by a number of issues and conflicting positions.

ISSUES AND CONFLICTS

First, because Kansas City, Kansas, is composed of at least four or five distinct, potentially conflicting communities of interest, a way must be found for a reconciliation of most, if not all, if a bond proposal to finance school construction is to receive voter approval.

Second, different groups, for various reasons, hold different, and sometimes conflicting priorities. Ways must be found to compromise these so as to secure at least a majority of agreement.

NATURE OF THE PROBLEM

Briefly stated, the school construction problem is made up of several major factors such as, overcrowding, obsolescence, inefficiency and lack of facilities needed for educational purposes.

A. Overcrowding: Serious overcrowding now exists in those areas of the district having a large increase in enrollment due to new housing and in those areas where houses once occupied by smaller families are now occupied by larger families and sometimes by more than one family. Development of various housing projects and large apartment complexes have further contributed to that problem.

1. Senior high school:

a. Washington: Most critical problems at the senior high level now face Washington High School where about 2,400 students are housed in a building with a capacity of 1,900 as rated by consultants. By 1972, enrollment in that area will exceed 2,800 and in 1971 it is estimated that enrollment will be at least 2,600.

At the present time, we see no possible way in which emergency scheduling in 1970 and full-scale double shift operations in 1971 can be avoided even if bonds for new construction are voted in autumn of 1969. At the most optimistic level, it could be anticipated that new facilities could be occupied during the 1972–73 school year.

b. Wyandotte: By 1971, it is reasonable to anticipate that there will be at least 2,600 enrolled from the area now served by Wyandotte. Maximum capacity shown by consultants is 2,200 with an optimum of 2,000. Serious problems of overcrowding now face Wyandotte and it will become even more serious. This is especially unfortunate in view of its increasing numbers of pupils from backgrounds requiring improved educational opportunities.

c. Sumner: Enrollments at Sumner have stabilized during the past 5 years and should continue at about 950. However, normal capacity of the building is about 800. In addition, changed educational demands and the special educational needs of large numbers of children in that area of the city require additional attention discussed elsewhere in this report.

2. Junior-senior high schools:

a. Argentine: Following a period of decline in 1966 and 1967 as a result of Urban Renewal clearance, the school had again reached its all time high in enrollment in 1968 and will continue to increase as the area experiences further development. Maximum capacity as shown by consultants is 1,100 and enrollments will exceed 1,300 in 1969 with further increases in 1970 and 1971 making the present facility totally inadequate. The problem is further complicated by the fact that maximum efficiency in building use is difficult to achieve because of the operation of a combination junior and senior high school. In 1968, enrollment was made up of 631 pupils in grades 7–9 and 677 in grades 10–12.

b. Rosedale: This school has experienced a decline in enrollment from a high of 1,117 in 1965 to a low of 1,057 in 1968. Decline was largely due to clearance of residential area for university use, Urban Renewal and apartment construction. During the past year significant public housing developments in the area have begun a reversal of the trend and construction in Urban Renewal areas will further modify the trend. No major change in enrollment is anticipated. This leaves Rosedale with a very small (445) enrollment in senior high school and serious problems with regard to efficient offering of an adequate curriculum.

3. Junior high schools:

a. Arrowhead: Most seriously overcrowded and most rapidly growing is Arrowhead. Enrollment in 1969 will exceed 1,325 with an optimum capacity suggested by consultants at 716. Maximum capacity of 900 for the building is quite realistic. With the emergency type addition scheduled in 1969, operation can continue until September, 1970, but it is entirely possible that some form of emergency schedule will need to be put into operation at that time in spite of the addition now under contract.

b. Coronado: Maximum capacity of Coronado is 900 but actual enrollment exceeds 1,225 causing severe loss of educational opportunity for students due to excessive use of study hall time and reduction in curriculum offerings.

c. Northwest: With a maximum capacity of 1,100 and a normal capacity of 1,000, Northwest has been serving almost 1,300 students during each of the past 4 years. The overcrowding is especially serious in view of the fact that the school serves an area with difficult human relations problems due to the transitional racial status of much of the area. Need for increased special programs, reduced class sizes and closer pupil-staff-home relations are evident in the area. Yet overcrowded facilities make these impossible and further irritate the problems of the area.

d. Northeast: During the past 5 years, enrollment at Northeast has been between 1,000 and 1,100 with a slight decline in that period. Projections by various agencies including Urban Renewal and Model Cities anticipate a relatively stable situation. The rated optimum capacity of the building is about 1,000 with a maximum of 1,100.

c. Central: During the past 5 years, enrollment at Central has been near 1,200. No significant changes are anticipated in the area in the near future. Normal capacity of the building is about 1,000 with a maximum of 1,100.

f. West: Enrollment at West was about 650 prior to 1967 when an area from Coronado was added to West. Enrollment is expected to stabilize at about 750, which is the normal capacity of the building as now constructed. However, when the building was constructed in 1955, it was constructed to be expanded to about 1,000 by addition of gymnasium, classroom and industrial arts sections. It could easily be expanded to serve up to 1,000 students.

4. Elementary schools: The following table shows elementary schools which are most overcrowded and the status of enrollment growth. Schools are grouped by areas.

TABLE I.—ELEMENTARY SCHOOL ENROLLMENTS AND CAPACITIES, SEPTEMBER 1968

School	Classrooms		Normal capacity		Enrollment, Sept. 15, 1968				Status and remarks
	Kindergarten	1–6	Kindergarten	1–6	Kindergarten	Percent over-(under)	1–6	Percent over-(under)	
Bethel	1	12	56	336	56	27	439	49	Pomeroy not counted in capacity; enrollment growth, 4 year average equals 15 per year.
Pomeroy	1	3	40	84	15		63		
White Church	1	12	56	336	55	0	350	04	Enrollment growth, 4 year average equals 15 per year.
Vance	1	13	56	364	80	43	431	18	Enrollment gorwth, 4 year average equals 18 per year.
Claude Huyck	1	12	56	336	69	23	396	18	Enrollment gorwth, 4 year average equals 28 per year.
Hazel Grove	2	24	112	672	121	08	729	08	Enrollment growth, 4 year average equals 15 per year.
J. F. Kennedy	1	12	56	336	65	16	370	10	Enrollment growth, 4 year average equals 25 per year.
S. P. North	2	24	112	672	106	0	773	15	Enrollment gorwth, 4 year average equals 23 per year; kindergarten in church—school growing.
S. P. South	2	16	112	448	90	(19)	555	24	Kindergarten in church—not counted in capacity; enrollment steady—high potential.
Subtotal	12	128	656	3,584	657		4,106		
Welborn	3	27	168	758	166	0	846	12	3 rooms in frame building; 5 rooms for special education not counted; enrollment stable, average 10 per year.
Lindbergh	1	13	56	364	99	77	398	09	2 rooms in frame building not counted; enrollment growth 4 year average equals 12 per year.
W. A. White	1	11	56	308	51	(07)	302		Enrollment stable.
E. Ware	1	14	56	392	73	30	412	05	Enrollment decline, 4 year average equals (−14).
Subtotal	6	65	336	1,822	389		1,958		
Quindaro		15		420	96	100	494	52	6 portables not counted in capacity; Vernon not counted in capacity.
Vernon		5					145		
Bryant	2	13	112	364	81	(28)	437	20	Slow growth.
Parker	2	15	112	420	68	(39)	411	(02)	Enrollment stable.
Roosevelt	1	12	56	336	43	(23)	285	(15)	Enrollment declining.
Chelsea	2	14	112	392	93	(17)	342	(13)	One room completed 1967, enrollment steady.
Subtotal	7	74	392	1,932	381		2,114		
Mark Twain	1	6	56	168	24	(57)	158	(06)	2 hearing rooms not counted; enrollment steady.
Fr. Willard	1	9	56	252	41	(27)	228	(10)	2 special education rooms not counted; enrollment steady.
Park	1	7	56	196	30	(41)	167	(15)	Enrollment steady.
L. M. Alcott	1	7	56	196	12	(79)	141	(28)	Enrollment declining.
Subtotal	4	29	224	812	107		694		

Abbott	1	11	56	308	58	03	355	15	About 60 additional pupils now transported to Roosevelt.
Hawthorne	2	27	112	756	126	12	833	10	Enrollment steady, slow decline.
Douglass	2	25	112	700	102	(09)	630	(10)	Enrollment slow decline.
Subtotal	5	63	280	1,764	286		1,818		
Fairfax	2	12	112	336	52	(45)	331		Enrollment steady.
Dunbar	2	20	112	560	92	(18)	588	05	Enrollment slowly declining.
Kealing	2	6	112	168	97	(13)	194	15	Operated on special schedule with dual staff.
Stowe		12		336			369	10	
Grant	2	14	112	392	41	(63)	367	(06)	
Subtotal	8	64	448	1,792	282		1,849		
McKinley	1	7	56	196	44	(21)	163	(17)	About 30 pupils are transported in from Hawthorne.
Prescott	1	8	56	224	47	(16)	221		6th grade transported to L. M. Alcott.
Lowell	2	16	112	448	79	(29)	448		
Whittier	1	9	56	252	61	09	245	(03)	
Central	1	8	56	224	42	(25)	175	(22)	
Riverview	1	11	56	308	54	(04)	274	(11)	
Subtotal	7	59	392	1,652	327		1,526		
J. J. Ingalls	1	11	56	308	27	(52)	130	(58)	Major part of building used for office space.
Morse	1	8	56	224	41	(27)	225		
John Fiske	1	14	56	392	70	25	392		
Subtotal	3	33	168	924	138		747		
Stanley	2	16	112	448	70	(37)	399	(11)	
Emerson	1	10	56	280	49	(12)	240	(14)	
Franklin	1	8	56	224	28	(50)	175	(22)	
Subtotal	4	34	224	952	147		814		
Noble Prentis	1	12	56	336	69	23	351	04	
Major Hudson	1	11	56	308	29	(48)	236	(23)	
Whitmore	1	9	56	252	36	(36)	211	(16)	
Attucks	1	7	28	196	14	(50)	98	(50)	
Subtotal	4	39	196	1,092	148		896		
Frank Rushton	2	18	11	504	72	(36)	486	(04)	
T. A. Edison	1	10	56	280	53	(05)	231	(17)	
Subtotal	3	28	168	784	125		717		

B. Obsolescence and Age: While age of a building alone is not a determining factor in its usability, a combination of related factors is very important. Buildings which are old require high maintenance costs, are often fire hazards, and quite generally depressing. More important, however, they are frequently unsuited and unadaptable to modern educational programs, located on inadequate sites, and too small to permit efficient development of a broad range of educational service.

1. Senior high schools:

None of the present buildings used as senior high schools has a problem of age to the extent that it should be considered for abandonment. Volume I of Working Paper #6, Evaluation of Secondary Facilities, contains a great deal of information only briefly summarized here. The following Table II summarizes basic data.

TABLE II.—SUMMARY OF VITAL STATISTICS SECONDARY SCHOOLS KANSAS CITY, KANS.

Secondary school	Date of original construction	Date of additions	Size of site	Grades enrolled	1968-69 enrollment
Sumner, 8th and Oakland	1939	1964	9.3	10 to 12	868
Wyandotte, 25th and Minnesota	1936		23.8	10 to 12	2,480
Washington, 7340 Leavenworth	1931	1948, 1952, 1956, 1962, 1966.	19	10 to 12	2,268
Argentine, 22d and Ruby		1930, 1939, 1955.	4.48+ 7.5	7 to 12	1,308
Rosedale, 36th and Springfield	1927	1956, 1959	9.48	7 to 12+SE	1,057
Arrowhead, 1715 North 82d	1961		20	7 to 9	1,259
Central, 10th and Ivandale	1915	1923, 1957, 1961.	5	7 to 9	1,225
Coronado, 1735 North 64th Terrace	1961	1968	20	7 to 9	1,269
Northeast, 4th and Troup	1924	1960	3.31	7 to 9	1,048
Northwest, 18th and Haskell	1923	1938, 1960	7.92+	7 to 9	1,250
West, 2600 North 44th	1955	1959	19.4	7 to 9	734

a. Sumner High School is generally a sound structure with space for basic programs but with major needs for improved facilities in certain areas. Major problems involve:

inadequate spaces for library and related work;

cafeteria, kitchen and food storage and preparation area is inadequate;

physical education and athletic gymnasium facilities are too small and lack flexibility to serve both the physical education and inter-scholastic athletics program needs;

science rooms need modernization to adjust to newer methods and needs of pupils;

outdoor area is lacking for physical education space;

no parking space is available;

adequate opportunity for vocational programs is needed. However, present plans for establishment and expansion of the Area Vocational-Technical School will provide for much of this need. Space in the Sumner building could then be more effectively used.

academic classrooms need general refurbishing and modernized furniture but are generally in good condition.

b. Washington: This building, built in 1931, with five additions since 1948, is basically a sound building but unsuited to serve the large number of students enrolled. With reduction of enrollment to about 1,900, it could be made to serve fairly adequately with minor revisions and modifications.

c. Wyandotte: This building, aside from generally needed modernization of instructional furnishings and seating, is adequate for an enrollment of about 2,000. Vocational and technical areas are inadequate and will be relieved for expanded industrial arts programs when the new Area Vocational-Technical School is completed.

d. Rosedale: Rosedale High School is fundamentally a good building with a wide range of facilities for students but faces problems of adequatae utilization because of the fact that it covers such a wide range of grade levels (7–12) with relatively small numbers at each level.

e. Argentine: Argentine High School has attempted to serve certain types of vocational educational needs and, therefore, has some facilities not available in all other high schools, in particular, the welding and machine shops. While these have served a good purpose, they are no longer adequate and will be replaced by A.V.T.S. facilities. In general, the problems of Argentine are similar to Rosedale's in that the school cannot adequately provide the range of program and challenge needed in today's education because of the relatively small number of pupils at each grade level.

2. Junior high schools: In general, the problems of junior high schools are related to overcrowded situations and not to age or obsolescence. Therefore, no attempt to discuss them is made under this topic.

3. Elementary schools:

Problems of obsolesence due to age and general problems of deterioration are well detailed in the Engelhardt study, Working Paper #5, Volume I and will not be detailed here. Almost identical conclusions were reached in the "Deans' Report."

a. The following table from that report summarizes basic conclusions.

Table III.—RATINGS OF ELEMENTARY SCHOOL BUILDINGS[1]

Kansas City, Kans.

POOR	FAIR	GOOD
Abbott Main & Primary	Central	Bethel
Attucks	Chelsea Main and Primary	Bryant
Dunbar North	Douglass (old)	C. A. Huyck
Dunbar South	Lindbergh (new)	Douglass (new)
Franklin	L. M. Alcott	Emerson
Hawthorne (1898 & 1909)	M. Hudson	E. Ware
J. Fiske	M. Twain	Fairfax
J. J. Ingalls	McKinley	F. Willard
Kealing	Park	F. Rushton
Lindbergh (old)	Parker Primary	Grant
Lowell Main and Kdg.	Roosevelt	Hawthorne (new)
Pomeroy	Stanley	Hazel Grove East and West
Prescott	Stony Pt. South	J. F. Kennedy
Quindaro	Vance (main)	Lowell Primary
Riverview	Vernor	Morse
Stowe	Welborn (main)	Noble Prentis
Welborn (frame)	White Church	Parker (main)
Whitmore (main and annex	Whittier	Stony Pt. North
		T. A. Edison
		Vance Primary
		Welborn Primary
		W. A. White

b. A chronological list of original construction dates of elementary schools together with dates of additions is of further assistance in identification of the problem of age and obsolescence of elementary schools.

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[1] Taken from Engelhardt, et al., report.

TABLE IV.—ELEMENTARY SCHOOL CONSTRUCTION DATES, 1882–1964

School	Original construction date	Additions	Other comments
J. J. Ingalls	1882		Refurbished 1952.
Riverview	1882	1895; 1908	Rebuilt after fire, 1964.
Dunbar South	1888	1890; 1894	Refurbished 1954.
Prescott	1888	1904; 1910	
Abbott	1890	1904	
Franklin	1898	1914	
Hawthorne	1898	1900; 1908, 1909	
Lowell	1898	1905	
Stowe	1899	2 additions undated	
Whitmore	1899	1950 (2 room annex)	
Kealing	1900		
John Fiske	1903	1906; 1939	
Quindaro	1906	1915; 1940's	
Dunbar North	1907	1920	
Park	1910		Exact date unknown, annexed to K.C. in 1910.
Chelsea (primary)	1912		
Stanley	1913	1923; 1960	
Welborn	1914	1923; 1924; 1948; 1953; 1957.	1953 and 1957 units are an independent building.
Parker (primary)	1915		
Stony Point South	1916	1938; 1948; 1953; 1955	
Whittier	1922		
L. M. Alcott	1922		
Central Elementary	1923		
Chelsea (main)	1923		
Major Hudson	1923	1966	
Mark Twain	1923	1930; 1957	
McKinley	1923	1927	
Roosevelt	1923	1949	
Vance	1924	1950; 1953; 1955	
White Church	1924	1950; 1953; 1964	
Pomeroy	1926	1955	
Hazel Grove	1933	1948; 1952; 1955; 1957	
Vernon	1936	1950	
Attucks	1939		
Parker (main)	1939		
Eugene Ware	1949	1953	
Noble Prentis	1949	1954	
Lindbergh	1950	1952; 1956; 1961	
Frances Willard	1955		
Grant	1955		
Bethel	1956	1962; 1964	
Bryant	1956		
Frank Rushton	1956	1958	
Stony Point North	1958	1961; 1964	
Lowell (primary)	1958		
Hazel Grove East	1958		
Fairfax	1959		
Emerson	1960		
Douglass	1962		
Hawthorne (new)	1962	1963: 1964	
Claude Huyck	1964		
John F. Kennedy	1964		

c. Numerous other factors relating to efficiency of a school building including site problems, inadequacies of building size for efficient operation, inadequacy of food service facilities, space for special services such as music, science, speech correction, libraries, etc., were studied in detail in the Englehardt et al. report. Two additional tables are reproduced here as summary information.

TABLE V.—TYPE OF CONSTRUCTION OF ELEMENTARY SCHOOLS,[1] KANSAS CITY, KANS.

FRAME COMBUSTIBLE

Abbott (Primary)
Lindbergh (old)
Lowell (kdg.)
Welborn (frame)
Whitmore (annex)

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[1] Taken from Engelhardt, et al. report.

BRICK AND FRAME NON-FIRE-RESISTIVE

Abbott (main)
Pomeroy
Dunbar North
Dunbar South
Franklin
Hawthorne (1898)
J. Fiske
J. J. Ingalls
Kealing
Lowell (main)
Prescott
Quindaro
Riverview
Stowe
Whitmore (main)

BRICK OR BLOCK AND CONCRETE FIRE-RESISTIVE

Attucks
Bethel
Bryant
Central
Chelsea
C. A. Huyck
Douglass
Emerson
E. Ware
Fairfax
F. Willard
F. Rushton
Grant
Hawthorne (1909 & Primary
Hazel Grove
J. F. Kennedy
Lindbergh (new)
L. M. Alcott
Lowell (primary)
Major Hudson
Mark Twain
McKinley
Morse
Noble Prentis
Park
Parker
Roosevelt
Stanley
Stony Point N.
Stony Point S.
T. A. Edison
Vance
Vernon
Welborn (main & Primary)
White Church
Whittier
W. A. White

GOALS OF THE MASTER PLAN

A. General observations:

A master plan for school construction in Kansas City, Kansas, should have as its primary objective, the development of school facilities which will serve the unique needs of this city with proper regard for:

all parts of the city;
all persons in need of educational opportunity, regardless of age, economic status or race;
all legal and accreditation requirements; and
all financial limitations and requirements.

To do so will require projections of the plan over a period of years giving priority to the most urgent problems and to projects having the possibility of contributing most to both immediate and long-range goals.

As general guidelines for schools, the following general statements have been developed from discussions with numerous groups and individuals and from studies of current literature in the field.

1. Year around schools: Any schools planned for the years ahead should be built with a view toward extension of the school term well beyond the traditional nine months. In particular, this would require year 'round temperature control and appropriate construction.

Schools built to serve youth in the city must also be made secure from both natural and human hazards. A minimum of glass area and adequate tornado shelter is essential.

2. Efficient operating size: As schools are developed at elementary school levels to serve children beyond the relatively immediate neighborhood and some pupils are furnished transportation, proper provision for safe bus operation and healthful food service is necessary. Expansion of public concern for child nutrition will increasingly make provision for food service necessary if we are to take advantage of the opportunities which lie ahead.

3. Flexibility: Any school built should be planned for the educational program it is expected to house. However, history demonstrates that physical structures such as schools outlive the specific organizational patterns, programs and methods prevailing at the time of their construction. It is, therefore, imperative that maximum flexibility in use of space be made a part of all new structures. A minimum or permanent partitioning and a maximum of relocatability of furnishings, equipment, and utiilties should be characteristic.

B. Senior High Schools should be planned:

1. To establish well equipped senior high schools large enough to serve in an efficient manner the general education needs of most students and the specialized needs of smaller groups.

2. To provide specialized programs in all schools in those fields having at least a moderately general need such as, but not limited to:

- *a.* advanced programs in the liberal arts, science, mathematics, languages, and social science areas;
- *b.* general vocational programs in such areas as commercial fields, business, distributive occupations, etc.;
- *c.* broad experiences in industrial arts, fine arts, home arts, and personal development;
- *d.* special remedial and basic education programs for slow learners; and
- *e.* a well-balanced array of extra-curricular activities suited to various levels of need and ability.

3. To establish a major center for offering of specialized vocational and technical courses and such other specialized areas as cannot efficiently be offered in any individual high school but for which there is adequate need when the district-wide demand is taken into account.

4. To have a potential graduating class of at least 250 in any high school in the district. Such a class would require a minimum enrollment of about 850 in grades 10–12. Maximums for new high schools should be about 500 in the graduating class or an enrollment of about 1,800 in grades 10–12 with an optimum between 1,250 and 1,600 enrolled.

C. Junior high schools and middle schools should be planned:

1. To establish centers which can deal effectively with the broad range of needs of youth in the transition years between the ages of 11 and 15 including but not limited to development of increased knowledge, understanding and competence in:

- *a.* personal, family, and community relationships;
- *b.* new fields of learning including, but not limited to, vocations, fine arts, sciences, and educational opportunity;
- *c.* basic skills of reading, speaking, and communication ranging from the remedial and slow learning individual to the accelerated and relatively sophisticated;
- *d.* personal qualities of character, human understandings, values and responsibilities; and
- *e.* physical fitness, well being, bodily care and functions and personal habits necessary for a wholesome life.

2. To enroll a minimum of about 900 students and a maximum of about 1,200 with at least 300 at any grade level to assure a broad range of needs and abilities in adequate numbers for efficient operation in most fields.

3. To be organized in such a way as will provide experiences appropriate to the individual pupil involved. Physical, emotional and educational change in pupils of this age takes place at widely different rates among children of the same age. Therefore, flexibility in organization and opportunity should be at a maximum.

D. Elementary schools:

1. Elementary schools should reflect the needs of the area served. To the extent the area has special needs amenable to educational efforts, that school should be adapted accordingly. In particular, in schools serving areas with high concentrations of social and economic problems, health problems, cultural and recreational disadvantages and other deprivations associated with the urban core, special adaptations and facilities should be provided. Specific features for each building would need to be planned with the community and related agencies involved. Following are illustrations of the adaptations envisioned:

- *a.* Facilities for cooperative community use, especially by recreation departments and others, of such facilities as gymnasiums, showers, recreation areas and proper space for such cooperative use;
- *b.* Facilities for pre-school operations including both "Head Start" programs and day care facilities for children of working mothers;

c. Facilities for cooperative work with the city-county Health Department including clinic facilities;
d. Facilities for adult education and personal development programs;
e. Facilities for family and community service agency development such as scouts, YMCA, Family Service, etc.;
f. Facilities for pupils with special learning problems including mental and emotional handicaps;
g. Facilities for year-round operation through climate controlled buildings;
h. Facilities for food service; and
i. Provision of special educational resources in the fine arts, sciences, etc., to serve as high motivation features where most needed.

2. Elementary schools should retain a close relationship with the home and family and should, therefore, avoid excessive size. However, efficient operation of special services and full utilization of staff require a school for the equivalent of 2 or 3 kindergarten rooms of ½ day schedules or about 100 to 150 pupils per grade. Most efficient operation would be a school with 3 kindergartens with about 25 pupils per section making a total of about 900 in grades 1–6. However, a more desirable size would be 2 kindergartens and about 675 pupils in grades 1–6 or a total of about 784.

3. Elementary schools should all provide some form of food service facility meeting proper health and sanitation standards.

4. Elementary schools should all contain adequate space for library and teaching materials center, special education classes, music programs, physical education activities and adequate outdoor area.

5. While the elementary school should serve as the focal point for most activities and programs which affect the child up to about age 12, development of such a school in its complete form demands that all such youth-serving agencies work together, each carrying its share of financial responsibility and effort but with the school as the central agency around and through which other agencies function.

E. Coordination and cooperation with related agencies:

Major changes in the district will result from the activities and work of three major agencies.

1. City Planning Commission has given a great deal of attention to the total development of the city with particular emphasis on development of streets, parks, sewers, etc. These offer a great deal in the form of opportunities for cooperative, and therefore, more effective use of resources.

2. Urban Renewal Agency has undergone a major change in its pattern of operation through the use of the general Neighborhood Renewal approach. Now included in the Urban Renewal area is substantially all of the area east of 18th Street plus certain portions northwest of that area. Close cooperation with Urban Renewal within that area will make possible the development of schools within it at minimum cost and with maximum support from such funds as may be available. Moreover, funds expended for school purposes in the area will serve to offset certain Urban Renewal costs which would otherwise be carried by tax levies.

3. Model Cities has established an area roughly bounded by 18th Street, Quindaro, Washington Boulevard and the east city limits. Local expenditures for schools within that area can be matched up to 80% with Model Cities funds for additional work in the area. Thus, it is most important that a close relation with that agency be maintained and that work planned to serve the area should qualify for such matching.

4. Independent action and decisionmaking by the Board of Education in the interest of educational development must be maintained. However, all phases of the proposal which relate to other agencies such as City Planning, Urban Renewal and Model Cities, will be so organized and coordinated as to make maximum use of the opportunities provided and to offer greatest possibilities for assisting these agencies in their developmental work.

MASTER PLAN

In their study and recommendations for Kansas City, Kansas, schools, consultants from Engelhardt and Engelhardt developed proposals in relation to three broad geographical areas. Because of the size, physical characteristics, highway and street patterns, and general complexity of the district, such a procedure seems logical and is followed in this report. For purposes of analysis and making of recommendations, three areas are established as follows:

Area I—Generally, the area south of the I–70 Expressway including Argentine, Rosedale, and Armourdale.

Area II—Generally, the area north of the I–70 Expressway and east of 47th Street or the old (pre-1967) district limits.

Area III—Generally, the western part of the district which was attached in 1967.

Proposals for each area follow.

Area I

In 1942, the City Planning Commission, in cooperation with Harland Bartholomew and Associates as consultants, wrote, "Neither the Rosedale nor the Argentine High Schools serve a section containing sufficient population to theoretically justify the operation of two separate senior high schools. However, the rugged topography in these two sections of the city, the lack of adequate street improvements connecting the sections, and the absence of connecting transit facilities, justify the existing arrangements. It is recommended that, as the above physical defects are eventually rectified, consideration be given to the consolidation of these two senior high schools into one large unit which will serve the entire southern portion of the city. . . . Present facilities at Argentine and Rosedale could continue to be used for junior high schools."

Since the above was written, numerous changes have taken place but the essential problem remains the same. Neither Rosedale nor Argentine contains sufficient numbers of students to justify the operation of two separate senior high schools.

School	Enrollment 7–9				Enrollment 10–12			
	1960	1963	1966	1968	1960	1963	1966	1968
Rosedale	656	611	527	574	389	491	520	445
Argentine	650	618	541	631	497	690	653	677
Total	1, 306	1, 229	1, 068	1, 205	886	1, 180	1, 173	1, 122

Since 1960 there has been a decline of 101 students in grades 7–9 even though the number of dropouts may be considered to have declined materially. What the trend in the area will be over the next 15 or more is difficult to predict. However, the increased number of apartment and multiple-family houses in the entire area would lead to the conclusion that there will probably be little real increase in numbers of students at the high school level since families tend to leave apartments when children reach the early and middle school years.

Senior high school enrollments in the area have remained relatively constant during the last 3 years but would have shown a slight decline except that senior high school students from the Armourdale area were required to attend at Rosedale and Argentine instead of Wyandotte in 1966 and continue to do so.

Obviously, urban renewal has had an effect on these areas and further changes may be anticipated as new developments replace old. However, because of the nature of the housing being developed in the area, the growth of the University of Kansas Medical Center, and the further decline which may be anticipated due to highway development and decay of certain residential areas, it is doubtful that a major change in numbers of senior high students in the area will take place.

Projections by consultants in working paper No. 7, page 39, confirm these conclusions with projections of about 1,441 pupils in grades 10–12 by 1972 and about 1,550 by 1990. Their projections for the area by grade may be summarized as follows:

	1972-73	1990-91[1]
Grades:		
10 to 12	1, 441	1, 562
7 to 9	1, 693	1, 748
6 to 9	2, 213	2, 314

[1] 1990 projections include parochial students.

Elementary school enrollments

Enrollments in elementary schools in the area are also worthy of examination.

School	Enrollments—K-6				Decrease
	1960	1963	1966	1968	
Argentine-Rosedale:					
Attucks	209	157	127	112	
Columbian	227	203	0	0	
Emerson	304	308	278	289	
Frank Rushton	536	513	554	558	
Whitmore	332	300	263	247	
Franklin	235	257	238	203	
Major Hudson	311	241	280	265	
Noble Prentis	488	484	475	420	
Stanley	462	507	478	469	
T. A. Edison	262	266	287	284	
Total	3,366	3,236	2,980	2,847	—519
Armourdale:					
John Fiske	470	452	417	462	
J. J. Ingalls	245	217	196	157	
Morse	302	283	277	266	
Total	1,017	952	890	885	—132
Total decrease					—651

From these figures it is evident that there has been a decline of 519 pupils in grades K–6 in the area south of the Kansas River and an additional decline of 132 in the Armourdale area, making a total loss of 651 in the area which could normally be served by secondary schools in the Argentine and Rosedale areas.

Elementary school buildings

Because of urban renewal developments, it is necessary to provide an elementary school in the area southwest of Argentine Junior-Senior High School.

Several elementary schools in the area should be abandoned because of age and obsolescence. The Columbian School was abandoned and demolished in an urban renewal project in 1966. The Whitmore School, constructed in 1890 had served its time and its use should be limited with a view toward its abandonment. John J. Ingalls School, built in 1882 and renovated in 1951, is rapidly being isolated by industrial development and will be almost without pupils following the extension of the Armourdale Urban Renewal Project. The Franklin School built in 1898, should be scheduled for abandonment within the next 5-year period. John Fiske, constructed in 1903 and the victim of several major floods, should also be phased out as rapidly as funds and enrollment changes permit.

In contrast to the older units, the Morse, Frank Rushton, Emerson and Noble Prentis Schools are all quite new, having been built since 1950. In addition, the Stanley School, built in 1913, has been renovated and has had a major new addition in 1960, the Attucks School built in 1939 is in good condition, and the Major Hudson School built in 1923 had a major addition in 1966.

A plan for Area I (South Kansas City)

Because of the rate and nature of population change, it is not possible to establish a precise time table for the proposed plan. However, the steps can be followed in logical order with Step 1 as part of immediate action.

Step 1.—Build elementary school in Argentine Heights as proposed by consultants in prior reports on land owned by the school district at Haas Drive and Lawrence.

Step 2.—Build a new senior high school for all of grades 10–11–12 in both Rosedale and Argentine, 1,200 pupils, on land already owned by the school district at the corner of Steele Road and 22nd Street.

Step 3.—Convert Rosedale and Argentine High School into middle schools containing grades 6–7–8 and 9 from all of Rosedale, Argentine and Armourdale.

Step 4.—As a result of reducing the number of grades in elementary schools, it will be possible to transfer all pupils from Whitmore, J. J. Ingalls and Franklin to the remaining elementary schools in the area and to discontinue use of these old buildings as elementary schools. John Fiske should also be phased out as space permits. An addition to Emerson School would provide adequate space to complete the plans for housing all pupils in the area in modern schools.

While the foregoing proposal would require operation of a transportation system, its contribution to educational effectiveness and efficient use of schools over the next 25 years would be more than enough to warrant the change.

Detailed enrollment figures and related notes are presented in Table VI which follows.

TABLE VI.—PUPIL DISTRIBUTION CHART FOR PROPOSED BUILDING PROGRAM—AREA I

School	Grades	1969 capacity				1972 capacity				1968 enrollment		Estimated 1972 enrollment	
		Optimum		Maximum		Optimum		Maximum					
Rosedale [1]	7-12	1,000		1,150		1,000		1,150		1,308		[3] 1,100	
Argentine [2]	7-12	1,000		1,150		1,000		1,150		1,057		[3] 1,100	
New High School B	10-12					1,250		1,500		(1,222)			
		Kindergarten	1-6	Kindergarten	1-6	Kindergarten	1-6	Kindergarten	1-5	Kindergarten	1-5	Kindergarten	1-
Elementary:													
Stanley	K-6	112	448	120	480	112	448	120	480	70	332		
Emerson [5]		56	280	60	300	56	[5] 392	60	[5] 420	49	207		
Silver City						56	168	60	[5] 180				
Frank Rushton		112	504	120	540	112	504	120	540	72	406		
T. A. Edison [6]		56	280	60	300	56	280	60	300	53	196		
Noble Prentis		56	336	60	360	56	336	60	360	69	297		
Major Hudson		56	308	60	330	56	308	60	330	29	191		
Morse [7]		56	224	60	240	56	224	60	240	41	181		
J. J. Ingalls [7]		56	308	60	330					27	109		
John Fiske [8]		56	392	60	420					70	335		
Franklin [9]		56	224	60	240					28	147		
Whitmore [10]		56	252	60	270					36	180		
Attucks [6]		56	196	60	210	Special purpose				14	86		
Total		784	3,752	840	4,020	530	2,650	600	2,850	558	2,668	575	2,600

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[1] Rosedale should be converted to a middle school housing grades 6-9 as a minimum and, if space permits, grade 5 could also be included. Pupils would be drawn primarily from the areas now served by J. J. Ingalls, Major Hudson, Frank Rushton, T. A. Edison, and Whitmore. Adjustments of exact areas would depend upon population movement but should be established to be of maximum feasibility with respect to transportation distances and street patterns.

[2] Argentine should be converted to a middle school housing grades 6-9 as a minimum and if space permits, grade 5 could also be included. Pupils would be drawn primarily from areas now served by Stanley, Emerson, Franklin, Morse, John Fiske, and Noble Prentis. Adjustments of exact areas would depend upon population movements but should be established to be of maximum feasibility with respect to transportation distances and street patterns.

[3] Capacities for Rosedale and Argentine are projected as the same as current capacities. However, enrollments as projected by consultants for the entire area in grades 6-9 would total about 2,200 in 1972 and about 2,300 in 1990. Therefore, both short term and long term use to reasonable capacity would be anticipated.

[4] Consultants' projections of enrollments in the area indicate both short-term and long-term enrollments between the 1,250 minimum and 1,500 maximum figures 1968 enrollment in grades 10-12 in the area was 1,122.

[5] As enrollments in the total area change, it may be necessary to provide space for about 110 to 130 excess pupils in grades 1-5. These could be provided for by an addition either at Emerson or Silver City, depending upon pupil residence location. Future developments should determine proper action.

[6] Attucks is a small, isolated building but of sound construction. It should be closed as a regular elementary school and converted to special use such as special education, Head Start, etc. Pupils should be transferred to Frank Rushton with adjustments between Frank Rushton and Thomas Edison if overcrowding results at Frank Rushton.

[7] With urban renewal and industrial development in the east end of Armourdale, Morse could be expected to serve grades K-5 for all of the present Morse and J. J. Ingalls areas. Ingalls, because of its age, obsolescence, inefficiency and isolation should be closed.

[8] Further industrialization of the Armourdale area combined with residential decline will sharply reduce enrollments at John Fiske. Remaining enrollments after 1972 can be combined with Morse and J. J. Ingalls because John Fiske will be increasingly obsolete and inefficient.

[9] The residential area served by Franklin is declining in pupil population and the school is old, obsolete and inefficient. The small number of pupils could be given better service either at Emerson or Major Hudson.

[10] Whitmore, because of its obsolescence and age, coupled with steadily decreased enrollments due to decreased residential area and increased commercial area, has become quite inefficient. It should be closed with pupils transported to Noble Prentis and/or Major Hudson.

Area II

Schools in Area II include the areas served by Wyandotte and Sumner High Schools and four junior high schools. While there is considerable difference in the enrollments at Wyandotte and Sumner, the normal capacity of each is such as to meet the basic criteria previously outlined in this report. Enrollment at Wyandotte should be reduced to about 2,100 from its present 2,480 and its 1972 projection of 2,600. Sumner, with a projected enrollment of about 900 is primarily concerned with the augmentation and modification of present site and facilities to provide maximum educational opportunities for all students.

At the junior high school level, Northwest is the only school with serious overcrowding and West Junior is somewhat below the size and enrollment needed for efficient use of all facilities.

Senior high school proposals, Area II

Major steps for relieving of problems at the senior high school level are proposed.

First, Transfer about 500 pupils in grades 10–12 from the Area II to a new high school to be constructed at 59th and Parallel. Since all pupils so assigned will be transported, attendance areas for the new school should be established with due regard for factors relating to racial composition of the student body and in such a manner as will produce maximum possibility of an integrated student body. Further discussion of the proposed high school will be found in relation to Area III.

Second, Major improvements should be made at Sumner so that it can more adequately serve its area both as a high school and as a community resource and service center. Because of its location in the heart of the Model Cities area and in the Urban Renewal area, expenditure here will make maximum matching fund contributions to these programs. It is, therefore, urged that the three agencies involved, schools, Model Cities and Urban Renewal, jointly undertake this project with each assuming responsibility for elements most appropriate to its resources.

Additional land should be secured north to Jersey Creek, west to 9th Street and with additional land to the east and south if possible. New Jersey, north of the school and 8th Street from Oakland to Jersey Creek, should be closed to provide full site utilization and security. Additional land should be used for pupil, staff and public parking and for additional construction.

Major construction projects should provide for adequate physical education and athletic facilities by a new gymnasium, expanded and improved library space, expanded and improved industrial arts facilities, improved facilities for basic and remedial education, improved music and fine arts rooms, modernized science department, and relief of overcrowding in some academic areas, and improved cafeteria facilities.

Model Cities opportunities should be provided for increased community service through construction and financing of community resources such as a child care and health center, community meeting and activity center, pre-school child care center including day care for children of working mothers, adult education resource center and community recreation facilities. Other proposals are now under study by the Model Cities staff. However, maximum feasible cooperation between the schools and that agency should be the objective.

Urban Renewal will have a key role in the entire process especially in securing of land, both for direct school needs and for Model Cities and park development in the area.

Junior high school proposals, Area II

Shortage of junior high school capacity in Area II can largely be overcome by increasing capacity of West Junior from the present 750 to a maximum of 1,100 and by minor addition of pupils from Area II to expanded junior high school facilities in Area III. West Junior is not now operating at maximum efficiency because of its small enrollment. By increasing physical education, industrial arts, art, and minor academic areas, capacity could be increased and its educational effectiveness and efficiency could be improved. Adjustments in attendance areas would relieve congestion at Northwest and improve opportunities at that school.

While current enrollment at Central is slightly above normal capacity, indications are that enrollments in that area will decrease in the next 2 years. Northeast is now below maximum capacity and anticipated further declines will place enrollments in that school at optimum capacity in the near future.

Elementary school proposals, Area II

While a number of good and modern elementary schools are located in the area, there are also a number of obsolete and inadequate structures which fail to meet the urgent educational and community needs of the area.

As shown in various tables in this report, many schools are too small for efficient operation and cannot provide the many special services needed except at prohibitive cost.

A plan for Area II (Central Kansas City)

Step. 1—Construct three new elementary schools in the area. School A should be built on or near the present Quindaro School site. Additional land will need to be secured.

School B should be built in the area east of 7th Street and north of Troup. A new site or an expanded Kealing site will need to be secured.

School C should be built in the area near Central Avenue and between 12th and Mill.

Step 2.—Construct additions for more classroom and other space at William A. White, Eugene Ware, Bryant, Frances Willard and Fairfax.

Step 3.—Discontinue use of old Quindaro, Park, Abbott, Dunbar North and South, Kealing, Stowe, Prescott, Riverview, and the old section of Lowell.

Step 4.—Make special purpose use of Vernon, L. M. Alcott and parts of Mark Twain and Roosevelt. Most critical special use areas are for educationally and mentally retarded, emotionally disturbed, and special behavior and adjustment problems.

Step 5.—Complete new Hawthorne School with old sections removed.

All of the above changes, together with information relating to enrollments and pupil attendance area adjustments are discussed in Table VII.

TABLE VII.—PUPIL DISTRIBUTION CHART FOR PROPOSED BUILDING PROGRAM—AREA II

School	Grades	1969 capacity				1972 capacity				1968 enrollment		Estimated 1972 enrollment	
		Optimum		Maximum		Optimum		Maximum					
Sumner	10–12		800		900		900		950		868		[1] 900
Wyandotte	10–12		2,000		2,200		2,000		2,200		2,480		[2] 2,100
Senior high school			2,800		3,100		2,900		3,150		3,348		3,000
Central Junior	7–9		1,000		1,100		1,000		1,100		1,225		[3] 1,100
Northeast Junior	7–9		1,000		1,100		1,000		1,100		1,048		[4] 1,000
Northwest Junior	7–9		1,000		1,100		1,000		1,100		1,249		[5] 1,000
West Junior [6]	7–9		750		800		1,000		1,100		734		1,050
Junior high school			3,750		4,100		4,000		4,400		4,256		4,150
		Kinder-garten	1 to 6	Kinder-garten	1 to 6	Kinder-garten	1 to 6	Kinder-garten	1 to 6	Kinder-garten	1 to 6	Kinder-garten	1 to 6
Elementary:													
W. A. White [7]	K–6	56	308	60	330	112	448	120	480	51	302		
Eugene Ware [7]	K–6	56	392	60	420	112	532	120	570	73	412		
Quindaro [8]	K–6		420		450					96	494		
Vernon [8]	1–6		140		150						145		
New Elementary A [8]	K–6					112	632	120	720				
Bryant	K–6	112	364	120	390	56	392	[9] 60	420	81	437	[9] 60	420
Parker	K–6	112	420	120	450	112	420	120	450	68	411		
Roosevelt [10]	K–6	56	336	60	360	56	168	60	180	43	[10] 225	28	150
Chelsea	K–6	112	392	120	420	112	392	120	420	93	342		
Mark Twain [11]	K–6	56	[11] 168	60	180	56	168	60	180	24	158		
F. Willard [12]	K–6	56	308	60	330	112	448	120	480	41	228	90	480
Park [13]	K–6	56	196	60	210					30	167		
L. M. Alcott [14]	K–6	56	196	60	210		(14)		(14)	12	80		
Abbott [15]	K–5	56	308	60	330					58	[15] 335		
Hawthorne [16]	K–6	112	756	120	810	112	632	120	720	126	833		
Fairfax [17]	K–6	112	336	120	360	112	632	120	720	52	331		
Douglass	K–6	112	700	120	750	112	700	120	750	102	630		
Dunbar [18]	K–6	112	560	120	600					92	588		
New Elementary B	K–6					112	632	120	720				
Kealing [19]	K–2	112	168	120	180					97	194		
Stowe [19]	3–6		336		360						369		
Grant [20]	K–6	112	392	120	420	112	392	120	[20] 420	63	367		
McKinley	K–6	56	196	60	210	56	196	60	210	44	163		
Prescott [21]	K–6	56	224	60	240					47	221		
Lowell [22]	K–6	112	448	60	480	56	112	60	120	79	448		
Riverview [23]	K–6	56	308	60	330					54	274		

TABLE VII.—PUPIL DISTRIBUTION CHART FOR PROPOSED BUILDING PROGRAM—AREA II—Continued

School	Grades	1969 capacity				1972 capacity				1968 enrollment		Estimated 1972 enrollment	
		Optimum		Maximum		Optimum		Maximum					
New Elementary C [24]	K-6					112	632	120	750				
Whittier	K-6	56	252	60	270	56	252	60	270	61	245		
Central	K-6	56	224	60	240	56	224	60	240	42	175		
Total		1, 848	8, 848	1, 920	9, 480	1, 736	8, 004	1, 860	8, 820	1, 529	8, 574	1, 600	8, 500

[1] Increase in Summer enrollment based on assumption of reduction in dropout rate.

[2] Actual enrollment from the present Wyandotte area will be about 2,600 but this will be reduced by shifting about 500 students from the area to a new senior high to be erected at 59th and Parallel, see area III.

[3] An enrollment decline in grades 7 to 9 in Central Junior is anticipated by transfer of all of Armourdale to the Rosedale and Argentine middle schools and a slight decrease in population of the area. See area I.

[4] Decline in enrollment at Northeast Junior is projected from small population decline in the area served.

[5] Excess enrollment at Northwest Junior will be taken into addition at West Junior.

[6] Additional classroom and gymnasium space at West Junior will increase capacity to about 1,100.

[7] 6 additional rooms should be completed at ground level at William A. White to pick up excess from Welborn to eliminate frame structure, relieve overcrowding, and leave room for special education areas. 6 additional rooms at Eugene Ware would pick up all area adjoining Eugene Ware west of I–635 from Roosevelt, relieve overcrowding at Eugene Ware, and make Roosevelt a major center for special education projects.

[8] Present Quindaro School should be discontinued and a new school built to serve Quindaro, Vernon, and some additional area. 6 relocatable buildings should be moved to other problem areas.

[9] Excess enrollment in Bryant kindergarten should be absorbed in the new Quindaro.

[10] Area in Roosevelt west of I–635 should go to Eugene Ware leaving major excess space at Roosevelt of about 6 rooms which could be used as a special education center to serve central city need with children transported in.

[11] 2 rooms equipped with special equipment for hearing handicapped elementary school children are not counted as part of capacity and should remain in a small school such as Mark Twain to avoid isolation of these children. A small part of Park attendance area, north of Ohio and Central, could be added with about 20 additional children.

[12] Frances Willard should be expanded to pick up about 170 pupils in grades 1 to 6 from Park and about 80 from L. M. Alcott and about 45 children in kindergarten or an increase of 45 in kindergarten and 250 in grades 1 to 6. Classes for emotionally disturbed children now operated at this school should be moved to specially prepared rooms at L. M. Alcott. 5 classrooms and a kindergarten room should be added to Frances Willard to make most efficient use of facilities and staff and serve the area.

[13] Park is an old and obsolete building. Its attendance area is too small for efficient operation. It should be closed as an attendance center with pupils transported to an expanded Frances Willard. See note 12.

[14] L. M. Alcott is located in an area of very small enrollment which will continue to decline. It is a structurally sound building located on a main traffic route and would serve well as a special education center with some renovation. The small number of pupils in the area could easily be transported to Frances Willard where food service and proper class sizes could-be arranged efficiently.

[15] Present Abbott School should be closed. It is old, obsolete, and a fire hazard. At the present time, the 6th grade is transported to Roosevelt. Attendance area is too small for organization of an efficient school. Pupils can readily be redistributed to more effective adjacent schools.

[16] Enrollment in Hawthorne area should be reduced by about 120 pupils in grades 1 to 6 and about 15 in kindergarten. This can be done by adjustment of attendance area lines and transfer of territory north of Quindaro Boulevard to Fairfax. See note 17. Old part of Fairfax should be removed and new structures provided to develop capacities as shown.

[17] Fairfax should be expanded for maximum efficiency in use of present kindergarten space. 12 classrooms plus kitchen service would increase pupil capacity by about 336. About 100 could be added from the present Hawthorne area and about 230 from the Dunbar area.

[18] Both Dunbar buildings are old and obsolete and should be closed. Pupils should be provided for in the additional space at Fairfax (see note 17) and in a new elementary school (see note 19).

[19] A new community service elementary school should be built in the area east of 9th Street, north of Chelsea and near Quindaro Boulevard to provide for most pupils now enrolled in Stowe and Kealing and for those in Dunbar not transferred to Fairfax (see note 17).

[20] If space for additional pupils from Stowe and Kealing is needed, Grant could be increased to house at least 120 in addition to its present excess capacity of about 50 in grades 1 to 6. Kindergarten could easily absorb 50 more.

[21] Prescott is old and obsolete and should be closed. Pupils should be provided for in a new elementary school. See note 24.

[22] The old pre-1900 sections of Lowell are obsolete and fire hazards and should be razed. New section should be maintained as a primary grade section for grades K–2. Grades 3 to 6 should be housed in a new elementary school. See note 24.

[23] Riverview, although renovated after a fire in 1963, is old and obsolete and located poorly. It should be razed and most pupils should be housed in a new elementary school with some pupils assigned to Whittier. See note 24.

[24] A new elementary school should be built in the area south of Minnesota Avenue and east of 18th Street, north of the Expressway and west of 7th Street, to provide for the excess enrollment resulting from closing of Prescott, Riverview, and part of Lowell.

Area III

Schools in Area III include the areas served by Washington High School and Arrowhead and Coronado Junior highs. Serious overcrowding in these schools is now a problem and will become increasingly serious. Unless action is taken to relieve the situation, a retarding in the development of the entire area and a decline in real estate values will be almost inevitable. All studies show the area as being the major growth portion of the district.

Senior high school proposals, Area III

At the present time, land is owned by the district at 59th and Parallel. A new high school should be built at that location and should be completed by 1972. Enrollment of the new school should be made up of about 900 students from Area III and about 500 from Area II. Such action would restore normal enrollments at Washington and relieve overloads in Area II. Additional comments concerning the project are included in Senior High School Proposals for Area II.

Since this school will be located on the same site as the Area Vocational-Technical School, certain district-wide advantages should also be developed here. Because of the A.V.T.S., some pupils from all parts of the district will already be transported to that location for part of the school day. Therefore, an appropriate transportation system and schedule will have been established. It is urged that this high school should be so organized to offer, in addition to the regular high school program, such highly specialized classes as might serve the needs of relatively small numbers of students in any individual school but for which there may be adequate demand on a district-wide basis. This could be done with maximum efficiency in the use of specialized staff and facilities.

Junior high school proposals, Area III

At the present time, the district owns a junior high school site on 72nd Street south of Leavenworth Road. Both Arrowhead and Coronado are seriously overcrowded and continue to grow. It is, therefore, proposed that a new junior high be constructed at the 72nd Street site with a capacity of about 1,000.

Arrowhead will have an excess enrollment of about 600 by 1972 and Coronado will have an excess of over 400. Most of this excess enrollment can be absorbed in the new building. However, a part of the Coronado excess can also be provided for in the proposed addition to West Junior.

Elementary school proposals, Area III

Because the population growth in Area III has been more recent than in other areas, most of the present buildings are somewhat newer than those in other areas. However, this area contains the most serious overcrowding in the district and is also continuing to grow as a result of new housing developments.

Some of the schools are of sub-standard construction or so located as to be in need of replacement. In particular, both Welborn and Lindbergh are still using old wooden structures which were originally little rural schools. Pomeroy is a small and isolated structure. Stony Point South and later parts of Lindbergh are a series of sub-standard additions for which eventual replacement should be planned. John F. Kennedy and Claude Huyck are both small but new and modern units to which additions can be made. Vance was recently renovated following storm damage and is in good condition. Although it is overcrowded, its excess enrollment should be taken care of by additions to other buildings at this time. The area is extremely rough and will be slow in developing. Bethel is a new and modern building which can easily be expanded to serve the needs of the Pomeroy area as well as to provide for excess enrollments in its own area. Hazel Grove is now at a most desirable size and should not be expanded. Any additions of enrollments to the school from other areas should be compensated by assignment of comparable areas to other schools. As an example, if pupils are added from Vance, others should be removed by transfer to a school such as Kennedy.

Following is an outline of elementary school construction proposals in Area III.

1. Add about 12 classrooms and kindergarten at Bethel. Close Pomeroy School and convert space for special use or dispose of the property.
2. Add about 12 classrooms and kindergarten to Claude Huyck to absorb increasing enrollments and to relieve overloads at Stony Point North.
3. Add about 12 classrooms and kindergarten at John F. Kennedy to absorb increasing enrollments and to relieve Vance overloads.
4. Construct first unit of eight classrooms of a building which can eventually replace the present Stony Point South building. New building should absorb overloads at Stony Point South, provide space for kindergarten now located in a church, and aid in relief of overloads at Stony Point North.
5. Expand Vance primary building with six classrooms and kindergarten.

TABLE VIII.—PUPIL DISTRIBUTION CHART FOR PROPOSED BUILDING PROGRAM—AREA III

School	Grades	1969 capacity				1972 capacity				1968 enrollment		Estimated 1972 enrollment	
		Optimum		Maximum		Optimum		Maximum					
Washington [1]	10–12		1,900		2,000		1,900		2,000		2,268		1,900
New High School A	10–12						1,500		1,800				1,400
Coronado Junior [2]	7–9		800		900		800		900		1,269		900
Arrowhead Junior [2]	7–9		800		900		800		900		1,259		900
New Junior High School A [3]	7–9						900		1,000				1,000
Elementary:		Kindergarten	1–6	Kindergarten	1–6	Kindergarten	1–6	Kindergarten	1–6	Kindergarten	1–6	Kindergarten	1–6
Lindbergh [4]	K–6	56	364	60	450	46	364	60	390	99	398		
Bethel [5]	K–6	56	336	60	360	112	672	120	720	56	439		
Pomeroy [6]	K–3	40	84	50	90					15	63		
White Church	K–6	56	336	60	360	56	336	60	360	55	350		
Vance [7]	K–6	56	364	60	390	56	364	60	390	80	431		
Claude Huyck [8]	K–6	56	336	60	360	112	504	120	540	69	396		
Hazel Grove [9]	K–6	112	672	120	720	112	672	120	720	121	729		
J. F. Kennedy [10]	K–6	56	336	60	360	112	504	120	540	65	370		
Stony Point North	K–6	112	672	120	720	112	672	120	720	106	773		
Stony Point South [11]	K–6	112	448	120	480	112	672	120	720	90	555		
Welborn [12]	K–6	168	758	180	810	168	758	180	810	166	846		
Total		880	4,706	950	5,100	998	5,518	1,080	5,910	922	5,350	1,050	5,800

[1] Enrollments in Washington High School should be reduced to a maximum of 2,000. Excess enrollment of 800 by 1972 should be provided for in a new school constructed at 59th and Parallel. (See note 2, area II).

[2] Severe overcrowding at Coronado and Arrowhead Junion High Schools should be provided for by construction of a new junior high school on 72d near Leavenworth Road.

[3] New junior high should be constructed with capacity for 900 to 1,000 students in grades 7–9 to absorb overcrowding at Arrowhead and Coronado. Remainder of Coronado excess can be absorbed by addition at West Junior. (See note 6, area II).

[4] Old wood structure at Lindbergh should be removed eliminating 2 emergency classrooms. Excess enrollments should be cared for by expansions at Eugene Ware and John F. Kennedy.

[5] Bethel should be increased with addition of one kindergarten and about 12 additional classrooms to absorb all of the Pomeroy enrollment and a major part of excess enrollments at Vance.

[6] Pomeroy should be closed because it is too small to operate efficiently and effectively and there is no prospect of major development in the area.

[7] Part of the attendance area of Vance should be shifted to Bethel and Hazel Grove to reduce enrollments to normal building capacity. The old central classroom structure should be replaced with about 8 additional rooms on the newer primary unit, together with library and office space. This project would not affect total pupil space and should be part of long range proposals not scheduled prior to 1972.

[8] Claude Huyck is in the area of maximum potential growth in the period 1970–80 and should be constructed to maximum size. It could temporarily serve to relieve overcrowding in such schools as Stony Point North until all space at Huyck is required. Equivalent of 6 classrooms plus kindergarten should be added before 1972 with 6 additional rooms at a later date.

[9] Hazel Grove is of optimum size and should not be expanded. Enrollment should be reduced by transfer of territory to Kennedy and/or Claude Huyck.

[10] John F. Kennedy should be expanded by addition of kindergarten and 6 classrooms by 1972 with possible additional 6 classrooms at a later date.

[11] Construct an 8-classroom unit as the first unit to eventually replace Stony Point South. New capacity would remove kindergarten from church space and provide relief for badly overcrowded Stony Point North.

[12] Welborn will probably decrease in enrollment during the next 5 years. However, if necessary, overloads should be met by additions of 6 rooms to William A. White and expansion of W. A. White attendance area to absorb part of Welborn.

Elementary school food service

As has been indicated in prior sections of this report, all new elementary schools should be planned to include food service facilities. This is essential if the service area is to be larger than the small neighborhoods served by many of the elementary schools at the present time. In addition, food service programs should be added in every school as rapidly as possible except where the school is scheduled to be closed.

It is proposed that the following arrangements for lunch service be developed in elementary schools:

Group A.—These schools already have a food service program and, therefore, only minor modifications of a routine nature would be involved—

- Lindbergh
- Bethel
- White Church
- Vance
- Claude Huyck
- Hazel Grove
- John F. Kennedy
- Stony Point North
- Stony Point South
- Welborn

Group B.—These schools are scheduled to be closed or converted to use for special education classes and no food service arrangements would be needed—

- John J. Ingalls
- John Fiske
- Franklin
- Whitmore
- Attucks
- Quindaro
- Vernon
- Park
- L. M. Alcott
- Abbott
- Dunbar South
- Dunbar North
- Kealing
- Stowe
- Prescott
- Riverview
- Lowell (old section)

Group C.—These schools, as large, new elementary schools or schools easily adapted to such operation, should have full food storage, preparation and service facilities. Where appropriate, the kitchens should be built to serve regional satellite operations—

School A, elementary school in Quindaro area;
School B, elementary school in northeast area;
School C, elementary school in Central Avenue area; and
Hawthorne;
Eugene Ware.

Group D.—These schools, as smaller elementary schools and as schools having no kitchen services, should be equipped for service from kitchens in other schools. Such an operation is normally known as satellite operation—

- Stanley
- Emerson
- Silver City
- Frank Rushton
- T. A. Edison
- Noble Prentis
- Major Hudson
- Morse
- W. A. White
- Bryant
- Parker
- Roosevelt
- Chelsea
- Mark Twain
- Frances Willard
- Fairfax
- Douglass
- Grant
- McKinley
- Whittier
- Lowell Primary
- Central

It should be recognized that not all of the changes in food service could be made at one time but that priorities in terms of size of school and needs of the area would have to be considered.

Vocational and technical schools

Projects now under way are moving the Area Vocational-Technical School to a position of service. Further expansion of the facility at 59th and Parallel should be undertaken as a part of a long-range plan. However, it is not contemplated that funds from the first proposal will be used for that purpose. Satellite programs, sometimes in leased facilities or in space in comprehensive high schools should be continued to keep adult programs close to the community.

Special programs

At the senior high level, it is not unusual to have a small number of requests for highly specialized programs for which teachers are not available and which would not involve enough students in any one school to be efficient. However, the transportation and operating pattern set up for the Vocational-Technical Schools at 59th and Parallel can readily be applied to special high school courses which could be offered at that location. Students with a specialized interest from Washington, Sumner, Wyandotte and the new South High School could easily be moved for part of the school day along with Vocational-Technical students and returned to their "home" school for the remainder of the day. No significant additional cost would be involved in such an operation but great potential for special service could be realized.

OUTLINE OF PROJECTS

Projects scheduled for financing from bond issue of about $24,500,000 and projected for immediate implementation with completion of all projects by September 1, 1973.

S.H. 1—Senior high school, 59th and Parallel, original unit capacity, 1,400.
S.H. 2—Senior high school, 22d and Steele Road, original unit capacity, 1,200.
S.H. 3—Sumner high school, 8th and Oakland, renovation and modernization as outlined in proposals.
J.H. 1—Junior high school, 72d Street, original unit capacity, 1,000.
J.H. 2—Addition to West Junior High Schools, 2600 North 44th Street, add capacity for 300.
A.V.T.S. 1—First unit of area vocational-technical school, now under contract (August 1969), not financed from bonds.
E.S. 1—Silver City Elementary School,[1] first unit capacity, 200.
E.S. 2—Elementary school A, Quindaro area, capacity, 840.
E.S. 3—Elementary school B, northeast area, capacity, 840.
E.S. 4—Elementary school C, central-south area, capacity, 840.
E.S. 5—John F. Kennedy addition, addition capacity, 360.
E.S. 6—Claude Huyck addition, addition capacity, 360.
E.S. 7—Bethel addition, addition capacity, 420.
E.S. 8—Stony Point, new unit, capacity, 240.
E.S. 9—Vance addition, addition capacity, 240.
E.S. 10—Eugene Ware addition, addition capacity, 210.
E.S. 11—William Allen White addition, addition capacity, 210.
E.S. 12—Fairfax addition, addition capacity, 360.
E.S. 13—Emerson addition, addition capacity, 120.
E.S. 14—Frances Willard addition, addition capacity, 210.
ES. 15—Completion and replacement of Hawthorne main building.

SUMMARY OF ACCOMPLISHMENTS

Completion of the projects outlined would provide the major improvements needed immediately and are summarized by areas.

Area I:
The combination junior-senior high schools mixing 7th, 8th and 9th grade pupils with 10th, 11th and 12th grade pupils would be eliminated.
A truly comprehensive high school would serve the area efficiently.
All old, obsolete and hazardous elementary schools would be eliminated.
A strong middle school-junior high program would serve the area.

Area II:
Senior high school overcrowding would be eliminated.
Sumner would be fully modernized on an adequate site.
Junior high overcrowding would be eliminated.
Elementary schools which are obsolete and too small to be efficient would largely be eliminated.
Food service in elementary schools would be established.
Elementary schools for community service would be established.
Improved possibilities for summer school operations would be available.

Area III:
Critical needs for senior high school space would be met and double shifts would be eliminated.
Critical needs for junior high school space would be met and double shifts would be eliminated.
Severe overcrowding in elementary schools would be reduced.
A beginning would be made toward replacement of obsolete structures.

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[1] Funds for this unit would not be taken from bond funds.

FINANCING OF SCHOOLS FOR KANSAS CITY, KANSAS

Approval by voters of the sale of bonds would necessarily be the major source of funds for the projects outlined. Funds from Model Cities proposals may augment bond funds on some projects and funds for land purchases may, in some cases, be available through various other sources. Funds for special service facilities not directly a part of school operation are also anticipated. However, it should be recognized that the sale of bonds issued upon approval of voters of the district is the single most important and the only certain funding source.

Legal bonding capacity of this district is about $24,500,000. Voters could not legally authorize sale of bonds significantly in excess of that amount.

There is merit in moving as rapidly as possible in the undertaking of essential projects, both from the standpoint of meeting the educational needs of this community and for sound financial reasons. Building costs are constantly increasing and any delays will inevitably increase costs.

At the same time, interest rates on bonds are now at an all-time high and this must be taken into account. However, it is clear that rising building costs resulting from delays will in all probability be greater than any potential saving from delays in the hope of securing lower interest rates. Moreover, delays in some areas will result in severe financial loss to property owners because of depressed real estate values when schools are not available and homes are not marketable.

It is, therefore, proposed that an election be scheduled at the earliest feasible date to authorize the sale of $24,000,000 to $24,500,000 in bonds to finance the construction of the total proposal. Actual sale of bonds should be scheduled so as to avoid issuance of large amounts at peak interest rates to the greatest extent possible. While a portion of the bonds would need to be marketed in 1970, a major part could be delayed to 1971 with others as late as 1972.

Because of the constant need for new equipment and other unscheduled renovation, it is not proposed that any current operating or special building funds be diverted to the outlined projects.

Appendix C

BOARD OF EDUCATION,
KANSAS CITY, KANS., *September 24, 1970.*

MR. HERBERT D. ROREX,
Director, Child Nutrition Division, Food and Nutrition Service, U.S. Department of Agriculture, Washington, D.C.

DEAR SIR: At the risk of seeming repetitious, I would like to present some thoughts for your consideration before the new federal regulations on the school lunch program are finalized.

In our secondary schools we have always operated on an "A La Carte" basis. The cafeterias were planned and built for this kind of service. They are good facilities and are, largely speaking, well equipped. Acceptance of school food service has been good in our community—even a source of pride.

We have always considered nutrition as an accepted part of the responsibility of the food service department. (I am enclosing sample menus for your inspection.) All breads, buns, rolls, etc., except that used for sandwiches are "homemade". All desserts (pies, cakes, cookies, puddings, custards, etc.) are made from scratch with recipes generous in the use of such products as eggs, milk, butter, and fruit. Our training of food service personnel includes instruction in preparation methods for retaining nutritive values. There is virtually no food waste—neither in the kitchen nor in the dishroom. There are no carbonated beverages, candies, or commercial snack foods offered in or near the dining rooms and in most instances in any area of the building and in no instance during the lunch period. Our lunch periods are "closed".

Ours is an inner-city situation with the typical accompanying problems—race relations, poverty, militancy, social unrest, financing, etc.

It would be unrealistic from the standpoint of financing for us to consider operating a combination "A La Carte" and Type "A" (Blue Plate Special, Meal Pattern, or whatever) program and provide free and reduced lunches according to the federal guidelines unless we are allotted commodities and reimbursements in relation to the number of students served under each plan.

From the poverty standpoint it would be difficult to operate under an exclusively "A La Carte" program if federal aid is heavily channeled toward a "Meal Pattern" or Type "A" plan.

So, then, by the process of elimination we might be compelled to consider a total Type "A" or "Meal Pattern" plan with almost certain, inevitable results: (1) Community dissatisfaction; (2) Pupil unrest; (3) Provision of "commons" or some other area where students can secure snacks, such as cokes, candies, potato chips, etc.; (4) Open lunch periods, perhaps; and (5) Reduced participation.

On a national scale, there may be considerations of which we are unaware in Kansas City, Kansas. However, from our situation it would seem that if the real interest is more in feeding needy children, than in promoting a special kind of program, financial aid should be as readily available for an "A La Carte" plan as in a combination or an exclusive Type "A" plan.

As you are probably aware, many of our elementary schools do not have food services at all. In most cases the buildings are of 19th Century vintage, built at a time of the "neighborhood concept" when children went home for lunch. In most cases there are inadequate utilities, no facilities for food service and in addition, many of the buildings are crowded.

In a bond issue passed in January, 1970, seventeen (17) of these buildings will be closed or converted to uses other than as elementary schools.

One of these is now being served through our food service program with the use of a dining room and kitchen at a nearby church. It may be possible that others of these can be reached in a similar manner or by some arrangement of voluntary supervision of the children as they eat in their classrooms. These, perhaps, will have to develop as the opportunity arises. In the meantime, three large new elementary schools will be built, and these will be equipped with full facilities for food service.

The remaining twenty-three (23) elementary schools do have a multi-purpose room or an auditorium or an area of sufficient size for use as a lunch room. We are now working on plans for providing food services in them as rapidly as equipment can be financed and purchased and personnel hired. We hope to have at least three of them in operation by December 1, 1970 and to add others as facilities at one of our large high schools can be enlarged to accomodate the preparation, hopefully by January 1, 1971.

If finances permit, we hope that a satisfactory and permanent solution may be outlined as follows:

1. In the bond issue (passed last year) were two new high schools. One of them, to be located in the Argentine-Rosedale area, is presently being planned with food service facilities to prepare food for those elementary schools in that area now without food services.

2. Wayandotte High School will remain as a preparation center for elementary schools in that area.

3. Sumner High School will become a central preparation for the elementary schools within that area. A new kitchen and dining room facility for Sumner was also provided in the bond issue.

It would seem that, with these plans in mind, an orderly program and solution is not too far away. However, the other issue in our secondary schools will have an impact on the total plan.

We are certain there are many pressures and problems involved in the decision, but will certainly appreciate your consideration of the situation as it exists here and, if possible, an equitable solution.

Sincerely,

ROSEMARY GAMMON,
Food Service Director.

Appendix D

Revised 12-9-70

Policy Statement for All Schools of USD No. 500, Kansas City, Kansas, Serving Lunches Under Terms of National School Lunch Act as Amended by PL 91-248

Policy statement

In all schools serving school lunches under the terms of the National School Lunch Act as amended by PL 91-248, the following policies, rules and regulations shall apply in Unified School District No. 500, Kansas City, Kansas.

A. Schools involved shall be the following listed schools and such additional schools as may be added from time to time as proper facilities are developed and as approved by the Board of Education of USD No. 500 and the Kansas Director of School Lunch Services.

Bethel
Bryant
Claude Huyck
Douglass
Fairfax
Grant
Hazel Grove
John F. Kennedy
Lindbergh
Stony Point North
Stony Point South
Stowe
Vance
Vernon
Welborn
White Church

Argentine Junior-Senior High
Rosedale Junior-Senior High
Sumner High School
Washington High School
Wyandotte High School
Arrowhead Junior High
Central Junior High
Coronado Junior High
Northeast Junior High
Northwest Junior High
West Junior High

B. Responsibility for making determinations regarding the eligibility of the enrolled children from a family for free or reduced price lunches is hereby delegated to the principal in each of the buildings listed in A. above.

C. Procedures for administration of free and reduced lunch program.

1. Upon initiation of any new program and at the opening of the school year, a written statement detailing provisions of the free and reduced price lunch program will be distributed to parents of all children enrolled. Similar information will be provided to new enrollees.

2. Application forms will be provided at the opening of the school term, whenever a new program is opened and whenever a new student is enrolled.

3. Copies of these policies will be provided to public news media including but not limited to the Kansas City Kansas and the Kansas City Star (daily papers).

4. Policies and guidelines set forth herein will be applied in a fair, objective and uniform manner to all enrolled in the named schools and any other school added at a later time.

5. A "Type A" lunch will be served to all properly enrolled children in the approved schools at a free or reduced price when it is determined that the child's family meets the eligibility standards contained herein.

6. Applications for free or reduced price lunches will be accepted at any time during the school year. If approved, the request will be honored should the student transfer to another participating attendance center in the district.

7. Families whose children have been determined to be eligible for a reduced price lunch may request a greater price reduction or free lunch. Families with incomes in excess of the eligibility standards contained herein shall not be prohibited from making application when special or unusual problems are involved. All such requests shall be made to the school principal.

8. Families whose application for free or reduced price lunches has been rejected by the principal may appeal the decision to the Assistant Superintendent for Business Affairs who shall hear and make a final decision concerning the case.

9. Procedures for such hearings shall conform to guidelines prescribed by the United States Department of Agriculture whenever eligibility of a child for free or reduced price lunches is challenged after original eligibility is established, the child shall continue to receive such lunches without modification of the terms of his eligibility until the final conclusion of the hearing.

10. There shall be no discrimination against any child eligible for free or reduced price lunches in that names will not be published, posted or announced in any way; there will be no overt identification of such children by use of special tokens or tickets or by any other means.

11. No child eligible for a reduced price or free lunch will be required to:

(a) Perform special services as a condition for receipt of such lunch;

(b) Use a lunch room separate from other students paying the full price of a Type A lunch;

(c) Go through a cafeteria entrance or line different or separate from other students paying the full price of a Type A lunch; and

(d) Eat at a different time or to eat a different lunch from that of other students paying the full price of the Type A lunch.

12. Proposed method of lunch money collection.

(a) Elementary.—The principal provides each teacher with a list of children who are eligible for free or reduced price lunches. The teacher collects money weekly on Monday mornings. Each morning the teacher takes a count of children who are going to eat in the cafeteria and sends this to the office. The list from all rooms is combined in the office and sent to the cafeteria manager who will report on the K–2 form the number of actual lunches served.

(b) Junior and senior high.—All students go to the cafeteria at a time designated by the school principal to purchase school lunch tickets. At such times those who pay full or reduced price do so and are issued numbered tickets good for 10 meals. Those approved for free meals are issued a numbered ticket good for 10 meals. All tickets are identical, except for code numbers used for accounting purposes known only to authorized school personnel.

D. Eligibility Standards.

1. FREE LUNCHES

Number in family	Total yearly family income	Number of children in schools or service institutions							
		1	2	3	4	5	6	7	8
1	Below $1,200	All free							
2	Below $1,800								
3	Below $2,400								
4	Below $3,000								
5	Below $3,500								
6	Below $4,100								
7	Below $4,600								
8	Below $5,100								

2. REDUCED-PRICE LUNCHES (IN CENTS)

Number in family	Total yearly family income	1	2	3	4	5	6	7	8
1	$1,200 to $1,920	20							
2	$1,800 to $2,520	20							
3	$2,400 to $3,120	20	10						
4	$3,000 [illegible] $3,720	20	10	[1]					
5	$3,500 to $4,270	20	10	[1]	[1]				
6	$4,100 to $4,820	20	20	10	[1]	[1]			
7	$4,600 to $5,320	20	20	10	[1]	[1]	[1]		
8	$5,100 to $5,820	20	20	20	10	[1]	[1]	[1]	

[1] Free.

Note: Add $450 to the above amount for each additional family member.

3. Other Criteria.—(a) In addition to the above economic criteria, the following factors will be considered:

(1) Prolonged illness of major wage earner.

(2) Any unusual expenses the family might be facing due to a natural disaster such as a fire or flood; an accident or serious illness of any family member; etc.

(3) Seasonal unemployment.

(4) Special emergency situations of a similar nature.

E. Procedures for Accepting and Processing Applications.

1. The completed application, signed by an adult member of the family:

(a) May be submitted at any time during the school year.

(b) Must be returned to the principal in the school the child attends.

(c) It may be mailed or hand delivered.

2. Applications will be reviewed and decision made within 10 days after they are received. In emergency situations, the principal is authorized to provide free lunches for children pending final decision on a family's application. The principal is authorized to complete the application when the parent fails to apply.

3. Families will be notified in writing of the decision made regarding their application:

(a) If approved for a reduced lunch, the change will be stated in the notification.

(b) If rejected, the reason(s) for rejection will be clearly stated. This notification will also inform the family of its right to appeal and outline the procedure to be followed in making such appeal.

4. All children in a family will receive the same benefits regardless of school attended. One application per family is sufficient.

SPONSORING AGENCY	DEPARTMENT OF EDUCATION
By ________________________________ (signature)	By ________________________________ (signature)
Title ______________________________	Title ______________________________
Date ______________________________	Date ______________________________

DEAR PARENT: ____________ School has changed its lunch program to make a well balanced lunch available each day. This lunch will always contain meat or a meat substitute, two vegetables or fruit and vegetables, bread, butter and milk. The standard charge to students is ______ and we encourage your child to eat lunch at school every day since it will be wholesome, nutritious and a bargain.

Because some families are unable to pay the full price of their children's lunches, we will provide lunches at a reduced price or at no charge for children from families whose income and size are such as are indicated on the chart on the back of this letter. In deciding if your children are eligible for a reduced price or free lunch, we will also consider any special problems in your family such as prolonged illness, or unusual expenses due to fire or other disaster.

If you feel your children are eligible for a reduced price or free lunch because of these special problems, please make your request to the principal of your school who will review it within 10 school days after it is received. If your application is approved, you will be notified of the amount you would be expected to pay, if any. If you feel the amount set is more than you can pay, you may get in touch with Dr. Wayne Frazer, Assistant Superintendent of Schools, and your application will be reviewed by him.

If your application is not approved, you will be notified of the reason and how and to whom appeal the decision.

Any request will be handled in a private and confidential manner and all children, regardless of payment, will be treated the same at school.

A complete copy of our formal policy is on file in Dr. Frazer's office in the Public Library Building if you care to see it.

An application form with directions for filing it is attached.

Sincerely yours,

O. L. PLUCKER,
Superintendent of Schools.

Appendix E

KANSAS CITY, KANSAS PUBLIC SCHOOLS,
PUBLIC INFORMATION OFFICE,
February 19, 1971.

QUESTIONS AND ANSWERS ABOUT BOARD OF EDUCATION HOT LUNCH PROGRAM PLANS

Considerable apprehension and misunderstanding has developed recently in regard to Board of Education plans for developing an elementary school hot lunch program. The most commonly asked questions have been answered below by Dr. O. L. Plucker, Superintendent of Schools.

Readers with further questions are invited to send them to the Board of Education Public Information Office, 625 Minnesota, Kansas City, Kansas 66101.

Question. Why hasn't the Board of Education made plans to develop a hot lunch program for every elementary school when the need is so apparent?

Answer. Such a plan was developed over a year ago as part of the school bond proposal. The plan was widely discussed and literature detailing it was distributed extensively throughout the school district.

Question. What is the plan then?

Answer. First, all new elementary schools to be constructed under the school bond proposal will include food service facilities. Food service programs will be added in every existing school as rapidly as possible, except where the school is scheduled to be closed under the school construction plan.

Some elementary schools already have a food service program and, therefore, only minor modifications of a routine nature will be involved in the Board's lunch program plan. Those schools are: Lindbergh, Bethel, White Church, Vance, Claude Huyck, Hazel Grove, John F. Kennedy, Stony Point North, Stony Point South, and Welborn.

The following schools are scheduled to be closed or converted to use for special education classes under the school construction plan and no food service arrangements will be needed: John J. Ingalls, John Fiske, Franklin, Whitmore, Attucks, Quindaro, Vernon, Park, L. M. Alcott, Abbott, Dunbar South, Dunbar North, Kealing, Stowe, Prescott, Riverview, and the old section of Lowell.

Under the construction plan the large new elementary schools or schools easily adapted to such operation will have full food storage, preparation, and service facilities. Where appropriate, their kitchens will be built to serve as food preparation centers for other schools in the area. These large schools with full scale facilities will include: the new elementary schools to be built on the present Quindaro site and the present Kealing site; the new school to be built in the Central Avenue area between 12th and Mill; and the present Hawthorne and Eugene Ware elementary schools.

Smaller existing elementary schools having no kitchen services will be equipped for "satellite" operation with hot food prepared in other school kitchens and transported to dining areas in the smaller schools. These "satellite" schools will include: Stanley, Emerson, Silver City, Frank Rushton, T. A. Edison, Noble Prentis, Major Hudson, Morse, William Allen White, Bryant, Parker, Roosevelt, Chelsea, Mark Twain, Frances Willard, Fairfax, Douglass, Grant, McKinley, Whittier, Lowell (primary), and Central.

Question. Why is it that more elementary schools in the newer areas of the school district have hot lunch programs than those in the older areas?

Answer. All elementary schools that were in the former Washington school district already had food service programs when that district became part of the city school district in 1967. Their food service programs were simply kept in operation.

Five elementary schools in what was the old city school district now have food service programs. They are Stowe, Douglass, Grant, Fairfax, and Bryant. More will be added as rapidly as possible consistent with wise use of the money available. Old city district schools were built on the neighborhood school concept, close together so that students could walk to and from school and home for lunch. When the schools were built, few mothers worked, there was much less traffic, and it was quite practical for students to go home. Times have simply changed. But the school district has been caught with a lack of money to keep pace with the change.

Question. What about the federal school lunch act passed 24 years ago requiring schools using federal funds to help finance lunch programs, to provide free and reduced cost lunches to needy children?

Answer. The law does not apply to schools which have no food service programs at all. In all of our schools with food programs the law is being observed.

Question. What about all that bond issue money that is available now? Couldn't some of that be used for temporary programs until permanent facilities are built?

Answer. First, the bond money is quite limited in terms of the needs of our school district. A consultant's report in 1969 estimated our district's building needs at $60 million. The $24.5 million approved in the recent bond issue was the maximum that our community could approve by law. So the fact is that the bond issue money is much less than our district needs to correct its school building problems. That, combined with skyrocketing costs for labor and materials which has reduced our bond money buying power by at least $3 million, makes it clear that we have no money surplus.

Further, the law specifically limits what bond issue money can be used for. It can be used only for ". . . purchasing school and public library sites, and acquiring, constructing, equipping, furnishing, repairing, remodeling, and making additions to buildings." Some equipment for temporary lunch programs could be purchased with bond funds providing that equipment could later be transferred to permanent facilities. But bond money could not be used for salaries of food service personnel, losses due to large numbers of free and reduced price meals, utilities, or the many other costs of a food service operation. Major modifications in old, obsolete, soon to be replaced buildings would also be required, and this would be an unjustifiable use of bond money that already falls far short of our needs.

Question. Isn't money available from other sources for temporary programs?

Answer. There is money available for equipment from the Federal Government whereby the local district pays 25% and the government 75%. But even by paying only one-fourth of the cost of equipment, we could not begin to set up temporary programs on an every-school basis. And again, money for salaries, utilities, and so forth is a problem. We are not aware of any additional sources of revenue, but we will continue to explore every possibility.

Question. But couldn't more new programs be started now in areas of greatest need?

Answer. Five new programs are in operation now at Stowe, Douglass, Grant, Fairfax, and Bryant elementary schools. Further expansion depends on how much the present new programs cost to operate. Cost studies are being made now. Funds are quite limited.

Question. Under new federal regulations which took effect January 1, 1971, isn't it possible to provide free and reduced price meals at all schools having food service programs?

Answer. Yes. Under the Type A (set menu) program, federal reimbursement rates for free and reduced price lunches have been increased from about 5¢ per lunch to a total of 35¢ per lunch. This has made it possible to make free and reduced price lunches available at all schools with food service programs. It may be impossible, however, for the district's food service program to continue to be self-supporting as it has been in the past. Other school districts have found it necessary to provide considerable support through tax funds. Of course, this would further reduce our district's ability to provide more money for teachers, equipment and the other necessities of education.

Question. How long will it be until all elementary school children have hot lunches available?

Answer. As the school bond proposal stated, "It should be recognized that not all of the changes in food service could be made at one time, but that priorities in terms of size of school and needs of the area would have to be considered." That is exactly the position we are in today.

The Board of Education intends to move as rapidly as possible with money available, moving first in areas of greatest need, with food service eventually becoming available in every school. The possibility of more temporary programs is being studied. Permanent programs will be established as additions to schools make them possible and as new schools are opened. It would be foolish and misleading to predict exactly what that would be at this time.

But let there be no misunderstanding. The Board of Education is aware of the need. Its commitment to a hot lunch program in every school is a matter of record. It intends to proceed with all possible speed in carrying out that commitment while at the same time acting responsibly and in the best interests of the children and citizens of this community.

Facts about your schools and their food service programs

Your school district operates 11 secondary schools and 48 elementary schools.

Elementary enrollment as of September 15, 1970 was 19,146. Secondary enrollment was 15,085. Total enrollment including special education was 34,387.

Your school food service operation serves between 12,000 and 13,000 Type A lunches per day.

Twenty-seven schools serve lunch—16 elementary and 11 secondary schools. All provide Type A service.

Secondary schools

Argentine High
Rosedale High
Sumner High
Wyandotte High
Central Jr. High
Northeast Jr. High
Northwest Jr. High
West Jr. High
Arrowhead Jr. High
Coronado Jr. High
Washington High

Elementary schools

Bethel
Bryant
Douglass
Grant
Hazel Grove
Claude Huyck
Fairfax
J. F. Kennedy
Lindbergh
Stony Point North
Stony Point South
Stowe
Vance
Vernon
Welborn
White Church

Student cost for a type A lunch is: for 1st and 2d grade, 40 cents; for 3d through 6th grade, 45 cents; for junior and senior high, 50 cents.

At the present time the following reimbursements are being received from Federal funds through the Kansas State Department of Education: for each type A lunch, 5 cents; for each type A free or reduced price lunch served eligible children, 30 cents plus regular 5 cents reimbursement, 35 cents.

Approximately 6 to 8 cents worth of surplus government commodities are received for each type A lunch.

(Important quote from November 1970 issue of "School Lunch News" published by the Kansas State Department of Education.) "These rates [above] have been set on the basis of Kansas' share of the funds included in the Senate bill. If the amount is cut when the appropriation is finally completed, and if our estimate of the number of additional children coming into the program is too small, then it will be necessary to lower the rates immediately. If such action is necessary, you will be advised. The above rate may vary based on the school's (district's) price to the child or the program's management."

Your school district would have to make up from local funds any deficit produced by reduced reimbursement rates. Your schools have absolutely no control over either the lunch reinbursement rates or the federal poverty guidelines which determine the number of children eligible for free and reduced price lunches. Your schools are expected, however, to provide food service no matter what the reimbursements and regardless of the number of free and reduced price lunches served.

The maximum price schools are allowed to charge eligible children for a Type A reduced price lunch is 20 cents.

Appendix F

To: Superintendents of Unified Districts.
From: Ruby Scholz, Director of School Lunch.
Subject: Matching Requirements of the Amended School Lunch Act.

Please discuss with your state legislators the needed state appropriation required for matching the federal school lunch funds, as indicated on the enclosed materials.

REQUEST FOR FUNDING TO COMPLY WITH MATCHING REQUIREMENTS OF THE AMENDED SCHOOL LUNCH ACT

Section 4 of Public Law 91–248, 91st Congress, requires that beginning July 1, 1971, each state shall provide 4% of the 3 to 1 matching money required of local districts for participation in Section IV of the National School Lunch Program. This percentage will increase to 6% for the 1974 and 1975 fiscal years, 8% for the next 2 years, and 10% for the 1978 and 1979 fiscal years.

As announced on January 4, 1971, the Section IV School Lunch Appropriation for Kansas is $2,613,723. Four percent of the 3 to 1 matching money amounts to $313,647 required of Kansas for the 1972 fiscal year. This is equivalent to about .7¢ for each type A meal served in the schools.

The proposed 1972 budget of the State Department of Education included a request of $315,000 for an appropriation of matching money, although the exact requirement was not determined at that time. This request, however, was deleted by the Budget Division and does not appear in the Governor's budget requests.

Hoping to qualify for Section IV Federal money, other than by a direct state appropriation of matching funds, the Department of Education has proposed that the U.S. Department of Agriculture count that part of the present state aid to schools that could be identified indirectly as aid to the local food service. This question has been referred to the U.S. Office of General Counsel for interpretation. There are grave doubts, however, if such indirect aid meets Federal requirements. In the opinion of our legal counsel, no part of general state aid to schools is appropriated or specifically designated for school lunch programs; therefore the matching requirement is not being met.

The penalty for non-compliance, as stated in 210.6(d) of the Act, is loss of the cost-for-food assistance funds when the state fails to meet the matching requirements. In such case, Kansas would lose $2,613,723.

While there may be a very bare chance that the Federal office might favor the Kansas proposal, the only real safeguard for the Section IV program would be for Kansas to appropriate the $313,647 according to conditions of the Act.

Attachments:

Food Service Budget.
Regulations Requiring State Matching Funds.

School food service, 1971 budget

Section IV—School lunch appropriation (Jan. 4, 1971):	
Pays 5 to 12 cents per lunch. Presently, State matching is 3 to 1 (3×$2,613,723) using child payments	$2, 613, 723
(Regulations, July 1, 1971, will require for matching purposes a State appropriation in the amount of 3×section IV appropriation×4 percent; i.e., based on 1971 appropriation, 3×$2,613,723×4 percent or approximately $313,647.)[1]	
Section XI—For distressed areas: Paid up to 20 cents per meal	2, 087, 513
Section 32—For increased reimbursement up to 25 cents: Used to reach needy children with free and reduced price meals. (Reimbursement for food, $382,183; and equipment, $152,106	1, 576,776
Breakfast—Reimbursement 15 cents	159, 036
Nonfood assistance: Pays ¾ the cost of food service equipment for schools with high percent of low-income families	167, 712
Special food service for day care and summer recreation: Food service for preschool, retarded, and summer recreation groups in low-income areas	134, 365
Special milk	1, 093, 598
Total	7, 832, 723

U.S. Department of Agriculture

FOOD AND NUTRITION SERVICE, NATIONAL SCHOOL LUNCH PROGRAM

Reprinted from Federal Register of January 20, 1970 (35 F.R. 753)

Reprinted from Federal Register of September 4, 1970 (35 F.R. 173)
(Amendments Added)

Title 7—Agriculture

Chapter II—Food and Nutrition Service, Department of Agriculture

PART 210—NATIONAL SCHOOL LUNCH PROGRAM

Regulations are hereby amended, revised, and reissued for the operation of the general cash-for-food assistance and special cash-for-food assistance phases of the National School Lunch Program pursuant to the authority contained in the National School Lunch Act, as amended (42 U.S.C. 1751–1760).

PART 210—NATIONAL SCHOOL LUNCH PROGRAM

Miscellaneous amendments

On July 17, 1970, there was published in the Federal Register (35 F.R. 11510) a notice of proposed rule making to amend the regulations governing the National School Lunch Program (35 F.R. 753, as amended, 35 F.R. 3900) for the purpose of incorporating applicable requirements of Public Law 91–248, approved May 14, 1970. Interested persons were given 20 days in which to submit comments, suggestions or objections regarding the proposed regulations.

§ *210.6 Matching of Funds.*

(a) Payments of general cash-for-food assistance funds made by FNS to each State Agency for any fiscal year shall be upon the condition that each dollar thereof shall be matched by 3 dollars of funds from sources within the State determined by the Secretary to have been expended in connection with the Program, and the aggregate payment of general cash-for-food assistance funds made by FNS with respect to nonprofit private schools in any State for any fiscal year shall be upon the condition that each dollar thereof shall be matched by 3 dollars of funds from sources within the State determined by the Secretary to have been expended by School Food Authorities of nonprofit private schools in connection with the Program: Provided, however, That if the per capita income of any State is less than the per capita income of the United States, the matching requirement for any fiscal year shall be decreased by the percentage which the State per capita income is below the per capita income of the United States.

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[1] The amount requested is $313,647 which amounts to 7/10¢ per Type A meal served by schools.

NOTE.—This requested appropriation was deleted from the State Department of Education Budget where it was listed under State Aid to local units of government. Page 193–1972 Budget.

(b) Funds from sources within the State shall include:

(1) For the fiscal year beginning July 1, 1971, and the fiscal year beginning July 1, 1972, State revenue (other than revenues derived from the Program) appropriated or specifically utilized for Program purposes (other than salaries and administrative expenses at the State, as distinguished from local, level) shall constitute at least 4 per centum of the matching requirement required of a State in subsection (a) of this section; for each of the two succeeding fiscal years, at least 6 per centum of such matching requirement; for each of the subsequent two fiscal years, at least 8 per centum of such matching requirements; and for each fiscal year thereafter, at least 10 per centum of such matching requirement.

(2) The State revenues made available pursuant to the preceding subsection shall be disbursed to schools, to the extent the State deems practicable, in such manner that each school receives the same proportionate share of such revenues as it receives of funds apportioned to the State for the same year under sections 4 and 11 of the Act and sections 4 and 5 of the Child Nutrition Act of 1966, as amended. The expenditure of such State revenues to finance the cost (other than salaries and administrative expenses at the State, as distinguished from local, level) of the intrastate distribution to schools in the Program of commodities donated under Part 250 of this chapter shall be considered to be in compliance with the provisions of this paragraph.

(c) It shall be the responsibility of the State Agency, or FNSRO where applicable, to determine whether the matching requirements of this section are being met. In the event it appears that the matching requirements will not be met, the State Agency or FNSRO shall take corrective action to assure compliance with these requirements.

(d) In the event any State fails to match in accordance with the requirements of this section the full amount of the general cash-for-food assistance funds advanced to it, the State shall return to FNS the amount of the funds which it failed to match.

(e) In any State where FNSRO administers the Program with respect to nonprofit private schools, if the aggregate payment of general cash-for-food assistance funds for private schools is not matched, any School Food Authority not matching the general cash-for-food assistance funds paid to it shall return to FNS its pro rata share of the amount of the funds determined by FNS not to have been matched.

§ 210.7 Use of Funds.

STATEMENT OF DR. JOHN YULICH, SCHOOL BOARD PRESIDENT

Dr. Yulich. I am sorry I was gone and I wasn't here at the call of the testimony.

There were points made in testimony this morning that I would like to have clarified in the record at this time. I think they might be of some value to you. Also I think maybe a misunderstanding, Senator McGovern, with Dr. Plucker. I don't think we are trying to separate out, the term has been used rather loosely some times, someone talks about tax dollars. This was a term that was used this morning, tax dollars to feed kids, and this isn't the situation. The existence of the Federal Government, the State government, and any local agency is tax conscious. What we are talking about is educational dollars. This school district has fewer educational dollars per pupil than any other major school district in this State, or any closely surrounding. We have a budget of $21 million for 35,000 kids, and we aren't even around what any other school district is budgeted, regardless of their size. We don't feel that within our own program we have the funds that we can take away from classroom educational dollars and inject into the lunchroom program and continue on.

Senator McGovern. Can I break in. You referred to the budget. Is that a matter of public record?

Dr. Yulich. Yes, sir.

Senator McGovern. Could the committee have a copy of that budget?

Dr. Yulich. Certainly you may.

Senator McGovern. That doesn't have to be provided today, but if you'd provide it for our records, I think it would give us some understanding of what the problem is, in terms of resources that might be available for nutritional purposes.

Dr. Yulich. We will be happy to supply you with the budget.

We need better support at the State level and the Federal level to really be able to do much. This isn't any secret. Education across the Nation is in trouble. I think in our school district we suffer just about as bad as anyone in the State from lack of State support, and our taxpayers pay a big lug every year for school taxes, and they pay a big lug for a lot of other things, and yet we don't have the resources that we need available because of times that we have in Topeka, the amount of money that is allocated isn't really adequate. There needs to be more. When someone talks about tax dollars it has to be broken down. I think this is what Dr. Plucker was referring to when he was saying welfare dollars. The welfare department has supplied a certain amount of money. Part of this was based on the amount of money that they would need for food for a given size of family. This needs to be increased in some way or something like this, because our board, I think regardless how some people might feel about it, has a very strong feeling that we aren't going to take classroom education dollars away to feed children. These funds are going to have to be made available from other resources. If we had the budget that we should have for our children it might be a little bit easier to move forward a lot faster. Equipment funds, cost of construction and these things have to be met.

I think there was some question raised this morning about the type of ticket that we use, and I wonder if Mrs. Gammon would make some comment about this.

STATEMENT OF MRS. ROSEMARY GAMMON, DIRECTOR OF FOOD SERVICES

Mrs. Gammon. The tickets are coded tickets all exactly alike, except for numbers. We try to keep the people who handle those as limited as possible so that these numbers will not be known. They are supposedly known only to the principal and our cashiers.

If it is generally known, it has to come through the students themselves, because the tickets are identical except for the numbers, and I don't know any other way to code them.

Dr. Frazer reminds me that the child may pay cash as he comes through the line, or he may buy a ticket, a regular-priced lunch ticket, he might buy a reduced ticket or a free ticket. All are exactly identical except for numbers. We code all the sales that come through the cash register, so there is no way I know of, except by word of mouth that a child can know this.

Dr. Frazer, do you have anything that you want to add?

Dr. FRAZER. No.

Senator McGOVERN. I think the committee appreciates the need for more Federal support for education. I certainly feel that way. I think it is a fact that we have to do more in allocating Federal resources for educational purposes, but I would hope that members of the board and the superintendent would look very carefully at where you have nutrition on the scale of priorities as a part of our educational system. I just don't think it is possible after listening to testimony for the last 2 years in all parts of this country to operate a good school system without a good food service system. I think the two go hand in hand. With poor families, that necessitates paying either all or most of the cost. Otherwise those youngsters are simply going to go unfed, and that means they will go uneducated, so that I don't think you can separate those two problems.

We do appreciate the educational financing problem with not only this district but other districts in the United States.

Senator Bellmon.

Senator BELLMON. I would like to ask a question. We have here three members of the board of education, is this right?

Dr. PLUCKER. I'm sorry, we can't hear you.

Dr. YULICH. On the question of balance of diet, there have been studies done where if a child is exposed to a balanced diet, that child over a period of time will pick up a balanced diet. He may not in one meal. I think someone asked you a question about the a la carte as opposed to the type A program. They will pick it up over a period of time.

I am sorry I had to leave this morning but the State of Kansas needed me.

Senator DOLE. Thank you very much.

Senator McGOVERN. Thank you ever so much for your testimony. Because of the scheduling situation, I do want to call out of order our two guests from Baltimore, Mr. Umphery, the administrative assistant to the superintendent of schools, and Mr. Robert Nicholson, who is the school lunch director for the city of Baltimore.

The reason these witnesses are being called here in Kansas is that they were confronted with a very difficult school lunch problem in the city of Baltimore, and through what seems to me and other members of the committee rather imaginative ideas on the part of the local officials and the people in Baltimore, they have gotten on top of a major part of the school feeding problem. I think sometimes we need to hear these success stories, as well as hearing problems that we are confronted with, so Mr. Umphery and Mr. Nicholson, if you could proceed, at least to give us the highlights of what it is that you have been able to do in Baltimore to overcome some of the obstacles we have heard about today. I think testimony of this nature might be helpful to the people of Kansas City.

STATEMENT OF E. ROBERT UMPHERY, ADMINISTRATIVE ASSISTANT TO SUPERINTENDENT OF SCHOOLS, BALTIMORE CITY, BALTIMORE, MD.; ACCOMPANIED BY ROBERT NICHOLSON, SCHOOL LUNCH DIRECTOR, BALTIMORE CITY, BALTIMORE, MD.

Mr. UMPHERY. Thank you, Senator McGovern.

Senators Dole and Bellmon, ladies and gentlemen in the audience, I am Robert Umphery, administrative assistant to the superintendent of schools in Baltimore City public schools; next to me my colleague is Mr. Robert Nicholson, who is director of the food service programs in our Baltimore City schools.

Though the food service programs in our city schools encompass both free and reduced cost lunches, as well as a large free breakfast program and a large special milk program, we shall concentrate our concerns in our remarks this afternoon, of course, to the lunch program.

We welcome this opportunity to appear before you and to bring you information about what we consider a successful school lunch operation. At the outset, let me say this most emphatically. The gist of all remarks that I make should prove that it can be done.

Baltimore City's school population numbers at about 193,000 children. Presently, every child in every room in every one of our 215 schools has an opportunity to receive a lunch of some sort if he so desires it. This, however, has not always been the case. As in all large cities and small small cities or intermediate cities such as Kansas City, the public school systems, such as we have in Baltimore, the school facility was not planned to feed children. The elementary school in particular was planned on the neighborhood concept as the superintendent explained to you previously. No provision was made for cafeteria space or facilities in the building of these schools.

In January of 1968, when I was appointed to office, the Baltimore City schools at that time numbered about 200-odd schools, with no provision at all for serving lunch in 72 of these schools. Unfortunately, these schools were located in low-economic areas where lunch programs were vitally needed.

Within our system there were at that time 107 operating cafeterias, and a minimal satellite service for the balance of the schools, outside the 72, of course.

Our prime objective, then, came to provide some form of lunch program for every school in the system. At the beginning of school year 1968–69, there were 1,500-free lunches given or served in the public schools of Baltimore. This program was financed through the school budget with matching funds of about $100,000. The breakfast program and free milk funds were also financed through the same $100,000.

By May 1969 the free lunch figure had risen to 5,300. We began under the new administration to take more advantage of the funds available and use them in a more expeditious manner.

The budget request under our supervision was submitted in 1969–70 for a half million dollars to support at least 10,000 free lunches daily with a commensurate increase in breakfasts and milk programs.

Meanwhile, there became a sudden awakening of State and national authorities to the need of more support, plus the pressure of many local and national civic groups and government agencies. I think we might say that the whisper of dissent rose to a roar for action.

Authority was given in September of 1969 to raise our projected 10,000 lunches per day to 30,000 free lunches a day. They said this could become effective in October of 1969. We remember we planned to begin with 10,000 and now we asked to go to 30,000. The concentration was to be made in the elementary schools. When we began to issue protests and reasons why we couldn't do it, we were sued and pursued.

The cafeteria division of the Baltimore city public schools was duly alerted as to what we had to do. Preparation was made to handle the more than sixfold increases. Remember, we were only serving 5,000 daily.

We opened September 4 with the same number we had closed with in June, that is, about 5,300 daily. In less than 30 days, we had increased our output to 30,000 free lunches daily. Commensurate with this was the natural increase in paid lunches due to the opening of new services and new facilities. According to regulations, paid lunches must be made available wherever free or reduced cost lunches are served.

By the middle of October 1969, for the first time in the history of an old city like Baltimore, a lunch program was available to every school in the city. In some schools more than 70 percent of the school population was receiving a free or reduced-cost lunch because of their economic location. Other children either went home or bought their lunches.

By June of 1970 the increases was to 32,000. Our cafeteria staff was able to accomplish this tremendous task without a commensurate increase in either administrative or cafeteria personnel. Most of the persons involved simply assumed greater responsibility. We had a meeting and we sat down and said, this is what we have to do. This willingness to do, plus a deep and sincere interest in the welfare of children, brought positive results.

Those persons who were added to our payroll were done so in a lower salary category. We cannot speak too highly of the dedication exhibited by Mr. Nicholson and his staff of some 1,800 employees.

In fiscal 1969–70, for the first time subsidies for the lunch program came from three major sources, local, State, and Federal. The local contribution is included by the school board and by the board of superintendents as a part of the department of education's annual budget. Until this school year, the State had made no contribution whatsoever to the school lunch program, and the emergency fund was appropriated of $1.2 million, such a fund to begin in September of 1969. Of this amount, by pressure and what-not, Baltimore City received over $800,000 of the $1.2 million. Federal funds were available under several sections of the child nutrition and national school lunch program. We only took advantage of every penny available as soon as it was available.

Funds coming into the State, of course, are controlled, as they are here in Kansas, by the State Department of Education. We have maintained excellent rapport with the State office. Through their help and cooperation, we were able to accomplish the rapid increase in our lunch program.

Prior to the increased program, the Baltimore Board of School Commissioners, with the assistance of the mayor's task force on nutrition and the Governor's commission on childhood nutrition, a free lunch policy was established, in conjunction with, of course, the national policy. Factors relating to economic status, the health condition of the child, and environment were given consideration in establishing priority.

An interpretation of this policy in the form of a letter to the parent explaining the criteria for eligibility and the availability of the program, along with an application, have been given to every child in our schools from kindergarten through twelfth grade at the beginning of every school year.

In accomplishing the lunch for every school objective, an innovative and economical system of lunch production had to be devised. The idea of an assembly-line, tray-pack lunch, was studied for implementation as some form of interim type lunch program. With the aid of nonfood assistance funds from the Federal Government, plus the 25 percent matching local coverage, we planned three production centers, with a daily capacity of producing 5,000 lunches each to service the different areas of the city. We called the new lunch the Vit-A-Lunch. V-i-t- for vitamins, and A for A-type lunch. This was to be an attractive new package, cold lunch, with the components clearly visible to the recipients.

The lunch would include a sandwich, a vegetable, fruit, and some form of dessert placed on a disposable tray, along with what is known as a spork pack, a spoon-fork kit, napkin, and a straw, and covered with clear plastic by a machine. This lunch would in every way match the nutritional value of the hot lunch that was served in other areas at that time. It was planned for schools where there was not enough service area or no service area, and where there was no space where the children could sit down and eat on mats, the children would have to eat in the classroom. Remember, there are 72 of these schools. However, we faced the normal delay of requisition, bidding, purchase, delivery, and installation. Rather than deny the children a lunch for a period of 5 to 10 months, an interim program was introduced.

We explored the idea of a bag lunch program, using the modified assembly type of operation and set up in kitchens, where it could be operated prior to the preparation of the food for that day. The staff was keyed to produce this type of lunch in 18 different schools, geared to service the 70-odd schools that needed lunches.

This operation began in October 1969 and continued until the other equipment was installed and ready to produce.

The three Vit-A-Lunch centers were finished in the early spring of 1970 and eventually phased out the bag lunch operation. The lunch produced in these centers has had very good reception from the children, mainly because they are familiar with the items on that tray pack. Plans are underway at some few centers or some few schools to add a hot item to the package in order to give us more variety.

In 1970 under lobbying and considerable other types of pressure, the Maryland Legislature enacted a law providing for the regular inclusion of school lunch funding in the annual State budget; $2 million was appropriated for 1970–71. In Baltimore, I put in a request for school lunch funds of $809,000 to provide for the program. I knew full well this would not cover it, but in working with city fathers, and as an employee of the city, you just can't ask for too much at one time. So in December of 1970, I went back to the city fathers and said, "Thank you for the $809,000, but if I don't get at least $200,000 more, in April or May of 1971 the lunch program is going to stop and, if the lunch program stops, we are going to be sued again." They gave me $200,000 more in January of 1971.

You are, of course, already aware of the increases in Federal appropriations. Under the combined circumstances which I have outlined here, the free and reduced cost lunch program in Baltimore City as of January 1971 has reached a level of 53,000 lunches a day, with the projection of approximately 55,000 by the close of school in June 1971.

Next year's budget, in an optimistic manner, I have put in a request in Baltimore City's educational budget for $1.3 million to finance our matching part of the school lunch program. According to preliminary indications, there is every reason to believe our city fathers will grant our request.

For the past 2 years, the city school administration, our school board, and our city council has assumed the posture that the nutritional item in the school budget cannot be cut or reduced. The operational budget is a separate item that is submitted by Mr. Nicholson and is not under my jurisdiction. All of the funds that I have requested have been for matching funds for food alone. However, funding alone is not the panacea to a successful lunch program.

The problems we encountered in Baltimore were very similar to the ones you have here in Kansas City—supervision, transportation, nutritional education, trash disposal, staff training, and public relations, were a few of our concerns that had been chiefly overcome at the time of this report through the cooperation of all agencies involved. We are still working in these and other problematic areas.

From a personal point of view, I can say this, as administrative assistant to the superintendent, the backing and authority of the superintendent extended through his assistant as administrator of the lunch program has helped immeasurably to expedite the procedure of getting things done. We recommend that any public school system, before embarking upon a large school lunch program, should receive the blessings and total support of the superintendent.

To handle the increased programs, many changes had to be made, and many different items had to be bought at a great expenditure of time and cost. Explorations were made and implemented in the field of convenience foods and factory processing of raw foods.

We have student groups that come in with us and help to plan the menus. The children get what they want to eat within the framework of a good lunch. Presently we have under plans a central commissary that will combine the operations of several satellite centers. Various types of lunches are now being produced in our satellite centers in accordance with the needs and facilities of the schools, bulk or complete hot lunch, hot-cold pack, the Vit-A-Lunch, and the bag lunch.

A description of these lunches, along with other pertinent information, is available to those who have gotten the résumé of my remarks that were available to you.

The problem of nutrition in Baltimore and Kansas City and throughout the United States is serious and very widespread. Possibly every large school system in this country is faced with hungry children in the classrooms as acutely as we experience it in our two cities. The emergency measures which the United States can manifest in great haste to come to the assistance of people in other nations is glaring proof of the country's ability to meet emergency problems of hunger. Certainly we can do no less for our own children.

A hungry child does not learn as well as a child who is well fed. This sounds trite, but it is a basic truth. He does not behave in the same manner, and often is a disciplinary problem. His attendance, performance are different and erratic, and too often these things suffer immeasurably, particularly interest, there is little or no interest at all.

We believe and work toward the idea that school feeding is an integral part of the educational process. The school lunch program has one major objective, to help build better citizens for tomorrow. They are to provide a third of the child's daily nutritional requirements in as appetizingly acceptable a manner as possible, and as economically as possible, and to provide educational experiences with food and social aspects in the dining room.

That has not been brought out here, that the feeding program is an educational program. As long as any condition of hunger exists, the chance of our children becoming desirable and useful citizens is a most doubtful issue.

Thank you, Senator.

Senator McGOVERN. Thank you very much. We do appreciate both your testimony, Mr. Umphery, and Mr. Nicholson, and also your willingness to fly here for this hearing.

I am wondering if you see any real reason why the Baltimore program, or something like that, would not be feasible here in Kansas City? Either one of your gentlemen can respond to that.

Mr. NICHOLSON. Senator, I don't think there is any reason at all why it couldn't be. Again, it is a matter of how top level feels about it and, of course, if they have the staffing in the cafeteria organization itself. They do have to have some people there at that top level who understand the operational activities of a program like this.

Senator McGOVERN. How quickly do you think a program of this kind could be developed in Kansas City?

Mr. NICHOLSON. Sir, I will give them 30 days. We did it in 30 days through the bag lunch program.

We have made a slide-film-tape presentation of this thing and have shown it around at a number of places. It can be done, but it takes some doing, some planning, and some dedication on the school lunch people's part.

Senator McGOVERN. Is Dr. Plucker still here? Is there anyone here from his office?

I think that is very regrettable——

Mrs. GAMMON [Interrupting.] I am here.

Senator McGOVERN. Mrs. Gammon, I wonder if I could just address a question to you.

Would it be helpful for these gentlemen to furnish to the school board here and the school officials the slide display that they referred to? I don't mean now, but to make that material available to you so that you could see in more graphic form how they developed this program in Baltimore.

Mrs. Gammon. I have seen that, sir.

Senator McGovern. You have seen it.

Mrs. Gammon. Yes, sir.

You notice he said that the city fathers provided $800,000.

Senator McGovern. Yes.

Mrs. Gammon. Yes, sir. I have seen the film and I am familiar with the process, and I think probably the same equipment company said that they could furnish us the same equipment that he is using, but for the $800,000.

Senator McGovern. Would that kind of figure be needed for a city of this size?

Mr. Umphery. Not one penny of that $800,000 was used for equipment or for the processing. That money was used—it is being used in the current year for the matching funds to make up the total cost of the lunch.

For those people who are not familiar, the cafeteria experiences a production cost. They quote that production cost, and then funds must be made available to reimburse them to that point. If that production cost to them is 60 or 70 cents, then 70 cents cash must be found to reimburse them, *x* number of cents from Federal, *x* from State, and *x* number of cents from local funds.

The money that was used, the bag lunch operation is a matter of supplies and equipment, supplies, actually. It is not a matter of equipment, because you need no equipment to make a bag lunch. The Vit-A-Lunch, of course, does require some sophisticated equipment.

Senator McGovern. Senator Dole, do you have questions?

Senator Dole. I just appreciate your attending the hearings. I think there are a couple of points, of course, that apparently the Maryland Legislature is a little more progressive than the Kansas Legislature. You have had some funding that hasn't been available, at least in the early stages of your program.

You say you requested $1.3 million in local funds to finance 70,000 free and reduced cost lunches.

Mr. Umphery. That hasn't been issued. That is in the current budget. You see, we have submitted our budget for the next school year and that is what we have submitted.

Senator Dole. My only suggestion is, and I would hope, I am not certain you know either, that you might have a chance to communicate with the administration in Kansas City. I think everyone has different ideas, some may work, in some areas they might, and in others not. Baltimore is different than Kansas City, some might work here, some might not. I hope you at least try to make contact with Dr. Plucker before you leave.

Senator McGovern. Senator Bellmon.

Senator Bellmon. Thank you, Mr. Chairman.

In the interest of time, I would ask Mr. Umphery no questions. I would just like to compliment him and those in the group in Baltimore for the success and hope the lessons they have learned can be applied in this city.

Senator McGovern. Thank you so much, gentlemen.

(The prepared statement of Mr. Umphery follows:)

Baltimore City Public Schools Report to Select Committee on Nutrition and Human Needs, March 15, 1971

(Submitted by E. Robert Umphery, Administrative Assistant to the Superintendent; Robert H. Nicholson, Director of Food Service Division)

Gentlemen: Though the food service programs in Baltimore City Public Schools encompass both Free and Reduced Cost Lunches as well as United States Department of Agriculture Free Breakfasts and Free Milk, this report will be mainly concerned with the lunch programs.

We welcome this opportunity to appear before you to bring information about this vital program. Baltimore City's school population of 193,000 children all have an opportunity to receive a lunch of some kind during the period of time scheduled for their eating. This however has not always been the case. As in all old cities and public school systems such as we have in Baltimore, many school facilities were planned with the neighborhood concept of home feeding during lunch periods. Consequently, no provision was made for cafeteria space of facility in the early days of our school system. This was especially true of the elementary schools.

In January 1968 when we came into office, the Baltimore City Public Schools numbered 215 with no provision for serving lunch in 72 elementary schools. Unfortunately, these schools were located in low economic areas where a lunch program was a vital need. Within the system there were at that time 107 operating cafeterias and some satellite service for the balance to make up the total 215. Our prime objective then became to provide some form of lunch program for every school in the system.

At the beginning of school year 1968–1969, 1,500 Free lunches were being served in the public schools. This program was financed with local matching funds of $100,000. Local Free Breakfast and Free Milk funds were also included in this amount. By May, 1969 the Free Lunch figure had risen to 5,300. The budget request for the 1969–1970 year was submitted for $553,800 to support 10,000 Free Lunches daily plus a commensurate increase in the breakfast and milk programs.

Due to a sudden awakening of state and national authorities to the need for more support plus the pressure of many local and national civic groups and government agencies, authority was given in September to raise our planned 10,000 lunches daily to 30,000, effective October, 1969; concentration to be in the Elementary Division of the public schools. The Cafeteria Division of the Baltimore City Public Schools was duly alerted and preparation was begun to handle the more than sixfold increase. We opened September 4, with about 5,300 daily Free and Reduced Cost Lunches as we had closed in June. In less than 30 days we stepped up the output to 30,000 daily. Commensurate with this was the natural increase in paid lunches due to the opening of new facilities. According to regulations paid lunches must be made available wherever Free or Reduced Cost lunches are served. By the middle of October, 1969 for the first time in the history of Baltimore City, a lunch program was available to every public school child. Our primary goal had been achieved. By June, 1970 the increase was to 32,000. The Cafeteria staff was able to accomplish this tremendous task without a commensurate increase in either administrative or cafeteria personnel. Most of the persons involved simply assumed a much greater responsibility. Those persons who were added to the payroll were in the lower salary categories. We can not speak too highly of the dedication exhibited and the accomplishments achieved by Mr. Nicholson and his varied staff of some 1,800 employees. In fiscal 1969–1970, for the first time, subsidies for the lunch program came from three major sources; local, State, and Federal. The local contribution is included as a part of the Department of Education's annual budget. Until this school year the state had never before made a cash contribution to the local lunch program; 1.2 million was appropriated state-wide in an emergency fund to begin September 1, 1969. Of this amount Baltimore City received approximately $800,000. Federal funds were available under several sections of the Child Nutrition and the National School Lunch Program. Funds coming into the state were controlled by the State Department of Education through the office of the State Coordinator of Food Service Programs. We have maintained excellent rapport with persons in the state office. Through their help and cooperation we were able to accomplish the rapid increase of our lunch program.

Prior to the increased program the Baltimore City Board of School Commissioners, with the assistance of the Mayor's Task Force on Nutrition and the Governor's Commission on Childhood Nutrition, established a local Free Lunch Policy setting forth the criteria for eligibility. Other civic groups assisted also in this endeavor. National guidelines were incorporated in the local policy. Factors relating to economic status, the health condition of the child and environment were given consideration in establishing priority. The policy was approved by state and federal authorities. Just recently this was replaced by a statewide policy issued from the state office. An interpretation of this policy in the form of a letter to the parent explaining the criteria for eligibility and the availability of the program along with an application are given to every child in the school system—kindergarten through 12th grade—at the beginning of every school year.

In accomplishing the "lunch for every school" objective, an innovative and economical system of lunch production had to be devised. The idea of the assembly line, tray pack lunch, was studied for implementation. With the aid of non-food assistance funds from the Federal Government plus local matching percentage, we planned three production centers with a daily capacity of 5,000 lunches each to service the different areas of the city. We called the new lunch the Vit-A-Lunch; Vit for vitamins A for the lunch type. This was to be an attractively packaged cold lunch with the components clearly visible to the recipient. The lunch would include a sandwich, vegetable, fruit and some form of dessert placed on a disposable tray and covered with clear plastic by machine. This lunch would match the nutritional value of the hot lunch served in other areas. It was planned for schools where there was not enough service or dining space available and the children would have to eat in the classroom under proper supervision.

However, we faced the normal delay of requisition, bidding, purchase, delivery and installation. Rather than deny the children a lunch for a period of five to eight months an interim program was introduced. We explored the idea of a bag lunch program using a modified assembly type of operation and set up in kitchens adaptable to this type of satellite service. The staff was keyed to produce this type of lunch in eighteen different centers geared to service the 70 odd schools. This operation was begun in October, 1969 and continued until the other equipment was installed and ready to produce. The three Vit-A-Lunch Centers were completed in early spring of 1970 and eventually phased out the bag lunch operation. The lunch produced in these centers has had a very good reception by the children mainly due to their familiarity with the items included. Plans are underway to add a hot item to the package so that there will be more variety.

In 1970 the Maryland Legislature enacted a law providing for the regular inclusion of the school lunch funding in the annual state budget. Two million dollars was appropriated for 1970–1971. The local budget for food in Baltimore City was increased to $809,600 to provide for the program. $200,000 more was added to local funds in January, 1971 so that the enlarged program could proceed without incurring a deficit. You are, of course, already aware of the increase in federal appropriation. Under these combined circumstances Free and Reduced Cost lunch programs have reached a level of 53,000 daily by January of 1971 with the projection of 55,000 by June of this year.

We have requested 1.3 million in local funds to finance the need of 70,000 Free and Reduced Cost lunches in Baltimore City Public Schools for fiscal 1971–1972. According to preliminary indications, there is every reason to believe that our City Fathers will give our request favorable consideration. All figures quoted herein as local funds were requested specifically for our share of the reimbursement due to the Cafeteria Division for the cost of the various lunches. The Operational Budget is submitted by Mr. Nicholson, the Cafeteria Director, and is not under my jurisdiction.

However, funding alone is not the panacea to a successful lunch program. The problems we encountered required the support and cooperation of every division in Baltimore's Department of Education. Supervision, transportation, nutritional education, trash disposal, staff training and public relations were a few of our concerns that have been partially overcome through this cooperation. We are still working in these and other problematic areas. The authority and backing of the Superintendent through his assistant acting as administrator of these programs has helped immeasurably to expedite the procedure of "getting things done." We recommend that any public school system before embarking upon a large school lunch program should receive the blessings of the Superintendent.

To handle the increased programs, many changes had to be made and different procedures used to expedite time and cost. Explorations were made and implemented in the field of convenience foods and the factory processing of raw foods. Presently we are planning a central commissary that will combine the operations of several satellite centers. Various types of lunches are produced in our satellite production centers in accordance with the needs and facilities in the receiving schools. A description of these lunches along with other pertinent facts are attached to the written report submitted to the Committee.

The problems of malnutrition in Baltimore and throughout the United States is serious and widespread. Possibly every large school system in this country is faced with hungry children in the classrooms as acutely as we experience it in Baltimore City. The emergency measures which the United States can manifest in great haste to come to the assistance of other people in other nations is glaring proof of the country's ability to meet emergency programs of hunger. Certainly we can do no less for our own children. A hungry child does not learn as well as a child who is well fed. He does not behave in the same manner and often is a disciplinary problem. His attendance, performance, and interest are different and erratic and too often these things suffer immeasurably—in the case of interest—it is either little or no interest at all.

The School Lunch Program has but one major objective, to help build better citizens for tomorrow. To accomplish this objective two minor objectives are also prevalent. They are to provide a third of a child's daily nutritional requirements in as appetizingly acceptable a manner as possible and as economically as possible; and to provide educational experiences with food and social aspects in the dining room. As long as any condition of hunger exists the chance of our children becoming desirable and useful citizens is a doubtful issue.

Again, gentlemen, we appreciate this opportunity to present certain aspects of the Baltimore City School Lunch Program to this committee. Mr. Robert Nicholson, Director of the Food Service Division in the Baltimore City Public Schools, and I will be most happy to answer any questions that you might have.

Thank you.

FACT SHEET NO. 1—CAFETERIA FOOD PROGRAMS

Regular Cafeteria Service

Presently there are 108 operating cafeterias. Each facility provides hot lunches for the population of the school in which it is located. Many also prepare various types of satellite meals for consumption in other schools. This satellite may be in hot or cold lunches according to the ability of the receiving school to accommodate certain types of service.

Satellite Programs

1. *Bulk Pack.*—Food is prepared in an operating kitchen, packed in thermo carts, and transported to another school for service. At the receiving school the food is served from a steam and cold table facility. Disposal type tray and eating utensils are used in this operation. The personnel at the receiving school are usually in the food service classification.

2. *Hot Cold Pack.*—The hot portion (meat and vegetable) is cooked in an operating kitchen. Portions are placed in an individual aluminum dish, covered with foil and several are stacked in a metal unit and refrigerated until time for shipment. At the receiving school the entire metal unit is placed in a convection oven for reheating. The cold portion consisting of milk, bread, fruit, and/or dessert are packed separately and served along with the hot food.

3. *Serv-All.*—Cooked hot food is placed on styrofoam sectionized dishes, sealed with snap-on-lids, stacked in insulated carriers and transported immediately to other schools. The food retains its temperature until service time. Early Admissions, Kindergarten, and Follow Through classes receive this type of service.

4. *Bag Lunch.*—In September 1969, an interim emergency bag lunch satellite program was initiated to supply schools where no other type of food service was possible. A sandwich, fruit, vegetable, and protein additive are bag-packed in the morning in one of the operating cafeterias. The boxes of bagged lunches are carried to the schools in mini-buses, unloaded and distributed for consumption in the classrooms.

5. *Vit-A-Lunch.*—Using an assembly line procedure, the components of the Vit-A-Lunch are placed in a small tray and sealed with a covering of clear plastic. The last step is performed by machine. This attractive package is transported mainly to schools where eating is necessary in the classrooms. A study is under

way to see if a hot item can be included. All areas of the city where there is no other way to serve children except with this method are covered by the Vit-A-Lunch operation.

In addition to the above, hot breakfasts are served in 25 elementary schools and five Parent Involvement Centers. Nearly 3,000 meals are served under ESEA Title I Programs, the latter being under another jurisdiction. Counting all programs, nearly 60,000 free meals are served daily in our schools. Add to this a paid sale of Type A and a la carte lunches, participation would be nearly 85,000 or over 40% of our entire population. This percentage is above the national average for school lunch participation. Over 7,000 free cartons of milk are also served daily with local and federal reimbursement.

FACT SHEET NO. 2—TRENDS DEVELOPED IN THE CAFETERIA TO REDUCE COST OF PRODUCTION

1. The use of dehydrated potatoes and onions, frozen vegetables, individual hamburgers, individually packaged catsup and mustard.

2. The introduction of innovative satellite programs as described in Fact Sheet No. 1 has decreased handling, labor, and production costs in general. The use of lower category workers has reduced this item from 53%to 41% of the total. This was accomplished in spite of the raise in hourly rates and the tremendous increase in production.

3. Disposable trays and plastic tableware cutlery is used in Satellite Schools and in some schools without dishwashers. Labor and need for some equipment is eliminated through this procedure.

4. Cookies aere purchased in bags instead of bulk reducing the breakage and handling.

5. Introduction of new, high profit a la carte, items, such as hamburgers, frankfurters, and French fries and the elimination of high cost and frequent loss commodities such as potato chips, pretzels, store bought cakes, buns, pies, and bread. Wherever possible these latter items are replaced with homemade products that make great use of government commodities. The short order items accommodate the students and bring a profit of as much as 14¢ per sale.

6. More government items are being used.

7. Turkeys are sent to a processing plant for convenience service. This eliminates the costly preparation of this item.

8. Studies are underway to use more frozen prepared portions of meats and convenience foods in our production centers and satellite schools.

9. Plans are underway to establish a central commissary operation that will combine several of the small preparation centers and reduce operational costs.

FACT SHEET NO. 3—COVER MEMORANDUM TO PRINCIPALS

School Lunch Policy adopted by the Maryland State Board of Education and applicable to all programs within the state.

To: All Principals and Heads of Central Office Units.
From: E. Robert Umphery, Administrative Assistant.
Subject: Determining Eligibility for Free and Reduced Price Lunches.

Attached is a copy of the policy statement entitled "Determining Eligibility for Free and Reduced Price Lunches." This policy was approved by the Maryland State Board of Education. It now becomes the official policy of all local departments of education including the Baltimore City Public Schools.

Your copy should be completed with the information applicable to the individual school. The following is requested:

a. *Page 1. Item A.*—Fill in the title(s) and name(s) of the school official(s) who make the initial determination of eligibility of participants.

b. *Part 6—Item D-3.*—Complete with name(s) and address(s) of appeal official(s). The person(s) on this committee should not be the same as those on eligibility committee.

c. *Page 7—Item 2.*—Check the method(s) being used in your school to protect the anonymity of the participants. Use the blank lines if a method not listed is being used.

After completion of the above items, the individual school should retain this copy in their files as an official document and readily available for review by interested persons.

Additional "information copies" are available for any person who may request a copy of this policy statement. Call or contact this office (Ext. 2891) if more information is needed.

MARYLAND STATE DEPARTMENT OF EDUCATION

DETERMINING ELIGIBILITY

FOR FREE AND REDUCED PRICE LUNCHES

(Pursuant to Public Law 91-248)

Section 9 of the National School Lunch Act, as amended, requires that schools participating in the National School Lunch Program (7 CFR Part 210), and other schools utilizing commodities donated by the U. S. Department of Agriculture under Section 32 of the Act of August 24, 1935, as amended, under Section 416 of the Agricultural Act of 1949, as amended, and under Section 709 of the Food and Agricultural Act of 1965, as amended, shall (a) serve lunches free or at a reduced price to children who are determined by local school authorities to be unable to pay the full price of the lunches; (b) follow specified minimum criteria in making such determinations under a publicly announced plan; and (c) make no physical segregation of, or other discrimination against, any child because of his inability to pay the full price of the lunch. Section 9 also requires that, by January 1, 1971, any child who is a member of a family which has an annual income not above the applicable family size income level set forth in income poverty guidelines prescribed by the Secretary of Agriculture shall be served lunches free or at reduced price, school food authorities shall give first priority to providing free meals to the neediest children.

The following procedures outline the specific steps which must be taken by your school system or school to assure that the above requirements are being implemented in a satisfactory manner.

A. The title of the local official(s) designated to determine eligibility of children for free and reduced cost lunches

(It is recommended that there be a committee at the school level composed of the school nurse, guidance counselor, vice principal and/or teacher.)

Title of designated official(s) for your school system:

B. A determination of eligibility for free and/or reduced lunches:

_____1. Family size income scale - National Income Poverty Guidelines

The following scale is the minimum that may be used.[1]

Number In Family	Number Children In School And Service Institutions	$1,200	1,560	1,920	2,120	2,320	2,520	2,720	2,920	3,120	3,320	3,520	3,720	3,995	4,270	4,545	4,820	5,070	5,320	5,570	5,820	6,045	6,270
1	1		10	20															FULL PRICE				
2	1	FREE		10		20																	
	2				10		20																
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This scale is set up for free, reduced,[2] and full priced lunches. For example, in a family of three members and with one child in school with an income from $1,200 to $2,320 inclusive, the lunch would be free to the child; with an income from $2,321 to $2,720 inclusive, the child would receive a reduced cost lunch costing 10¢; with an income from $2,721 to $3,120 inclusive, the child would receive a reduced cost lunch costing 20¢; with an income above $3,120, the child would be expected to pay the prevailing lunch cost at the school.

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[1] Suggested scale for implementation of the Income Poverty Guidelines provided at USDA conference September 8 and 9, 1970.

[2] "Reduced price lunch" means a lunch which meets all of the following criteria: (a) the price shall be less than the full price of the lunch; (b) the price shall be 20¢ or lower; and (c) neither the child nor any member of his family will be required to supply an equivalent value in work for the school or the school's lunch program.

Priority for the neediest children - In providing free or reduced price lunches to children meeting the eligibility standards for such lunches, school food authorities shall give first priority to providing free lunches to the neediest children in the schools under their jurisdiction.

2. Hardship factors

In determining an individual's eligibility, the determining official(s) should take into account such factors as:

a. Illness in family
b. Unusual expenses
c. Seasonal unemployment
d. Temporary disability

C. Public announcement of the eligibility standards

Each school food authority of a school participating in the program or of a commodity only school shall publicly announce the standards for determining the eligibility of children for free and reduced price lunches in such school. The public announcement of such standards, as a minimum, shall include the following actions:

1. A public release, containing the same information supplied to parents, shall be made available to the informational media (press, radio, TV) in the area from which the school draws its attendance, on or about the beginning of each school year. (See Exhibit 1)

Copies of the public release shall be made available upon request to any interested party. Any subsequent changes in a school's eligibility standards during the school year which are approved by the State Agency shall be publicly announced in the same manner as the original standards were announced.

These public announcements must contain:

a. The eligibility standards, including all criteria, with repsect to free lunches and with respect to reduced price lunches.

b. How a family may make application for a free or reduced price lunch for its child(ren).

c. How a family may appeal the decision of the school food authority with respect to such application under the hearing procedure.

2. Letter to parents

A letter (See Exhibit 2) shall be distributed, on or about the beginning of each school year, to the parents of children in attendance at the school. Such letter shall contain complete information on:

a. The eligibility standards, including all criteria, with respect to free lunches and with respect to reduced price lunches, respectively.

b. How a family may make application for a free or reduced price lunch for its children.

c. How a family may appeal the decision of the school food authority with respect to such application under the hearing procedure set forth in Section D. The letter shall be accompanied by a copy of the application form. When a child enrolls in school after the beginning of the school year, the letter or notice shall then be distributed to his parents.

3. Application for free and reduced price lunches

Each school participating in the program or a commodity only school shall provide an application form (See Exhibit 3) for each child in school for use by families making application for free or reduced price lunches. The application is to be sent along with a letter or notice to parents on or about the beginning of each school year. The application is to indicate that the family does or does not meet the criteria in the eligibility standard for free or reduced price lunches issued by the State Department of Education. The application is an affidavit of annual income of the family and shall be signed by an adult member of the family. "Income" as the term is used, is to mean income before deductions for income taxes, employee's Social Security taxes, insurance premiums, bonds, etc. It includes the following:

a. Monetary compensation for services, including wages, salary, commissions, or fees;
b. Net income from nonfarm self employment;
c. Net income from farm self employment;
d. Social Security;
e. Dividends or interest on savings or bonds, income from estates or trusts or net rental income;
f. Public assistance or welfare payments;
g. Unemployment compensation;
h. Government civiliam employee or military retirement, or pension, or veterans' payments;
i. Private pensions or annuities;
j. Alimony or child support payments;
k. Regular contributions from persons not living in the household;
l. Net royalties, and
m. Other cash income.

The application form shall contain clear instructions with respect to the submission of the completed application to the official or officials designated by the school food authority to make eligibility determinations on its behalf. A family shall be permitted to file an application at any time during the school year.

When the information furnished by a family in its application indicates that the family meets the eligibility standards for either a free or reduced price lunch, the children from such a family shall be provided the free or reduced price lunch. All children in school in the same family shall be given a lunch at the same rate.

If a child transfers from one school to another school under the jurisdiction of the same school food authority, his eligibility for a free or reduced price lunch, if previously established, shall be transferred to and honored by the receiving school. If the school food authority subsequently wishes to challenge the correctness of the information contained in an application, it shall do so under the established hearing procedure (Section D). During the pendency of any such challenge, the children of the family shall continue to receive the free or reduced price lunch to which they are entitled based on information contained in the application.

Any family whose children have been provided with a reduced price lunch shall have an opportunity to make application for a less expensive reduced price lunch, or a free lunch, setting forth the reasons why it is unable to pay for the reduced price lunch offered to its children under the eligibility standards. Any family which does not meet the eligibility criteria established by the school food authority for a free or reduced price lunch shall have an opportunity to make an application for a free or reduced price lunch, even though it does not meet such eligibility criteria. It should state the reasons why it believes its children are unable to pay the full price of the lunch.

An application shall be completed for each child each year. All applications shall be retained for a period of three years—the same as all other food service program records and receipts. If a child moves or is transferred, the application shall follow the child.

D. Hearing procedure for families and school food authorities

1. Each school food authority of a school in the program or a commodity only school shall establish a hearing procedure under which a family can appeal from a decision made by the school food authority with respect to an application the family has made for free or reduced price lunches for its child(ren). Such hearing procedure shall provide:

   a. A simple, publicly-announced method for a family to make an oral or written request for a hearing;

   b. An opportunity for the family to be assisted or represented by an attorney or other person in presenting its appeal;

   c. An opportunity to examine, prior to and during the hearing, the documents and records presented to support the decision under appeal;

   d. That the hearing shall be held with reasonable promptness and convenience to the family and that adequate notice shall be given to the family as to the time and place of hearing;

   e. An opportunity for the family to present oral or documentary evidence and arguments supporting its position without due interference;

   f. An opportunity for the family to question or refute any testimony or other evidence and to confront and cross-examine any adverse witnesses;

g. That the hearing shall be conducted and the decision made by a hearing official who did not participate in making the decision under appeal;

h. That the decision of the hearing official shall be based on the oral and documentary evidence presented at the hearing and made a part of the hearing record;

i. That the family and any designated representative shall be notified in writing of the decision of the hearing official;

j. That a written record shall be prepared with respect to each hearing, which shall include the decision under appeal, any documentary evidence and a summary of any oral testimony presented at the hearing, the decision of the hearing official, including the reasons therefor, and a copy of the notification to the family of the decision of the hearing official; and

k. That such written record of each hearing shall be preserved for a period of three years and shall be available for examination by the family or its representative at any reasonable time and place during such period.

2. The hearing procedure prescribed under number one of this section shall be followed when a school food authority challenges the continued eligibility of any child for a free or reduced price lunch. During the pendency of the challenge, the child shall continue to receive the free or reduced price lunch to which he is entitled under the eligibility standards announced by the school food authority based upon the information supplied in the application made by the family.

3. The title and address of official(s) to whom an appeal can be made:

Title of official(s) ______________________________

School address of official(s) ______________________________

E. Nondiscrimination practices for children eligible to receive free and reduced price lunches

1. The school food authorities of schools participating in the program or of commodity only schools shall take such actions as are necessary to assure that the names of children eligible to receive free or reduced price lunches shall not be published, posted, or announced in any manner and to assure that there shall be no overt identification of any such children by the use of special tokens or tickets, or by any other means.

Children eligible for a free or reduced price lunch shall not be required to work for their lunches, use a separate lunchroom, go through a separate serving line, enter the lunchroom through a separate entrance, eat lunch at a different time, or eat a different lunch from the lunch sold to children paying the full price of such a lunch.

2. The method(s) used to collect payments from paying children and to account for free and reduced price lunches must protect the anonymity of the child(ren). The following suggestions have been found to be workable and have been approved by the U. S. Department of Agriculture, but the final methods to be used will be determined by the local school system. Please check the method(s) to be used.* Any other method(s) used must have prior approval of the State Department of Education.

_____ a. Children receiving a free lunch report to office and get lunch money. Children pay for the lunch and the manager later returns money to the office.

_____ b. School uses tickets and/or tokens for all lunches. These are sold by manager, school secretary, teacher aides, etc. They should be sold at more than one location and/or at several times during the day. Principal or his designated official (in the privacy of an office) issues the free tickets or tokens. All tickets and/or tokens are prenumbered and the principal controls the numerical sequence and disposition of the free tickets and/or tokens issued to students. In any event, there must be no difference between paid and free tickets or tokens.

_____ c. A teacher or other designated person, in a private manner, in the classroom, collects money daily for lunches—paid and reduced price. Money, with a slip indicating the total paid, reduced, and free needed, is sent to the school secretary, cafeteria manager, etc., who in turn issues to the classroom teacher the total number of tickets or tokens needed.

_____ d. Other method(s) may be suggested for possible consideration for approval by State Agency prior to actual services of a lunch.

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*In schools where there are only a few free lunches, the cashier recognizing children on sight has been suggested as a method for accounting for free and reduced price lunches; but the anonymity of the child(ren) would not be maintained, therefore, this procedure will not be approved.

F. Definitions

1. Commodity only school means a school which does not participate in the National School Lunch Program but which receives donated commodities for a nonprofit lunch program.

2. Family means a group of related or nonrelated individuals who are not residents of an institution or boarding house but who are living as one economic unit.

3. Income poverty guidelines means the family size annual income levels prescribed by the Secretary of Agriculture for use by school food authorities as the minimum annual family size income levels for establishing eligibility for free and reduced price lunches.

4. Lunch means a Type A lunch or a lunch served in a commodity only school which is a well balanced nutritious lunch (contains the four basic food groups) and is priced as a unit

5. Reduced price lunch means a lunch which meets all of the following criteria: (a) the price shall be less than the full price of the lunch; (b) the price shall be 20 cents or lower; and (c) neither the child nor any member of his family shall be required to supply an equivalent value in work for the school or the school's lunch program.

6. Free lunch means a lunch which neither the child nor any member of his family pays for or is required to work for in the school or in the school's lunch program.

7. National School Lunch Program means the program under which general cash-for-food assistance and special cash assistance are made available to schools pursuant to this part.

8. Program means the National School Lunch Program.

9. School food authority means the governing board, i.e., state board of education, local board of education, or local school.

10. Service institution means a private, nonprofit institution, or a public institution, such as a child day care center, settlement house, or recreation center which provides day care, or other child care where children are not maintained in residence, for children from areas in which poor economic conditions exist or areas in which there are high concentrations of working mothers.

11. Authorized representative means the individual who is legally responsible for the administration of the school(s).

We certify that requirements for "Determining Eligibility for Free and Reduced Price Lunches" between the State Agency and the Sponsoring Agency have been carefully read and we agree to follow the eligibility criteria in accordance with the requirements stated therein.

BALTIMORE PUBLIC SCHOOLS
THREE EAST TWENTY-FIFTH STREET
BALTIMORE 18, MARYLAND
(Sponsoring Agency)

Thomas D. Sheldon
Signature of Superintendent of Schools
or
Signature of Authorized Representative

OFFICE OF
SUPERINTENDENT OF PUBLIC INSTRUCTION
Address

Title

County

Date

(Make no entry below)

Date

Approved:
Associate State Superintendent

Exhibit 1

Release to the News Media

The ____________________________ (County/City) school(s) is/are a part of the National School Lunch Program and provide(s) a Type A lunch for all children. Reduced priced or free lunches are available to children who are unable to pay the full price. The income scale attached is used to determine which children are eligible to receive reduced price or free lunches. Unusual circumstances such as illness or death in the family, temporary disability, and seasonal unemployment are also taken into account when determining eligibility.

Parents who feel that their children are eligible may apply to the school which their child attends and shall make an application for a free or reduced price lunch. The complete policy statement, "Determining Eligibility for Free and Reduced Price Lunches," is available for review at the school.

Children receiving reduced price or free lunches shall be treated in the same manner as paying children. Every effort shall be made to insure that the children do not know who are paying and who are receiving free or reduced price lunches.

Any family whose children have been provided with a reduced price lunch shall have an opportunity to make application for a lower priced lunch, or a free lunch, setting forth the reasons why the family is unable to pay for the reduced price lunch offered to its children under the eligibility standards. Any family which does not meet the eligibility criteria established by the school food authority for a free or reduced price lunch shall have an opportunity to make application for a free or reduced price lunch, stating the reasons why, even though it does not meet such eligibility criteria, it believes that its children are unable to pay the full price of the lunch.

Exhibit 2

PARENT LETTER

Dear Parent and/or Guardian:

The ____________________ School serves well-balanced and nutritious lunches each school day. Students may purchase a lunch in the school lunchroom for the regular low price of ____¢ daily. Since some families may find it difficult to pay the full price for their child's lunch, this school provides lunches at a reduced price or free to children who are unable to pay the full price. Children from families whose incomes are at or below those listed on the income poverty guidelines (reverse side) are eligible to receive reduced price or free lunches.

Also unusual circumstances such as illness in the family, temporary disability, seasonal unemployment, or unusual expenses will be taken into account in determining eligibility. Parents who believe that their children are eligible shall complete an application form for each child attending school. A copy of the application form is attached for your convenience. The application shall be completed, signed by an adult member of the family, and returned to the school your child attends. Name and address of school: ____________ ____.

The completion of the application does not assure your children of this service. A final decision shall be made after a review of the application and first priority shall be given to providing free lunches to the neediest children in the school.

Children receiving reduced price or free lunches shall be treated in the same manner as paying children. Every effort shall be made to insure that the children do not know who are paying and who are receiving free or reduced price lunches.

Any family whose children have been provided with a reduced price lunch shall have an opportunity to make application for a lower price lunch, or a free lunch, setting forth the reasons why it is unable to pay for the reduced price lunch offered to its children under the eligibility standards. Any family which does not meet the eligibility criteria established by the school food authority for a free or reduced price lunch shall have an opportunity to make application for a free or reduced price lunch by stating the reasons why, even though it does not meet such eligibility criteria, it believes that its children are unable to pay the full price of the lunch.

If there are any questions concerning the decision made regarding the free or reduced price lunch for your child, you may make an oral or written request for a hearing and it shall be made to:

Title of official: ____

School address of official: ____________________________________

The policy statement, "Determining Eligibility for Free and Reduced Price Lunches," is available for review at the school.

We urge you to have your child participate in the lunch program since it is to his benefit to eat a well-balanced lunch each day.

Sincerely yours,

____
Principal

FAMILY SIZE INCOME SCALE - NATIONAL INCOME POVERTY GUIDELINES

Number In Family	Number Children In School And Service Institutions	$1,200	1,560	1,920	2,120	2,320	2,520	2,720	2,920	3,120	3,320	3,520	3,720	3,995	4,270	4,545	4,820	5,070	5,320	5,570	5,820	6,045	6,[illegible]70
1	1		10	20																FULL PRICE			
2	1	FREE		10		20																	
	2				10		20																
3	1						10		20														
	2							10		20													
	3								10		20												
4	1									10		20											
	2										10		20										
	3											10		20									
5	1											10		20									
	2												10		20								
	3													10		20							
	4														10		20						
6	1													10		20							
	2														10		20						
	3															10		20					
	4																10		20				
	5																	[illegible]		[illegible]			
7	1															10		20					
	2																10		20				
	3																	10		20			
	4																		10		20		
	5																				[illegible]		
8	1																	10		20			
	2																		10		20		
	3																			10			
	4																				10		

This scale is set up for free, reduced,[1] and full price lunches. For example, in a family of three members and with one child in school - with an income from $1,200 to $2,320 inclusive, the lunch would be free to the child; with an income from $2,321 to $2,720 inclusive, the child would receive a reduced cost lunch costing 10¢; with an income from $2,721 to $3,120 inclusive, the child would receive a reduced cost lunch costing 20¢ with an income above $3,120, the child would be expected to pay the prevailing lunch cost at the school.

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[1] "Reduced price lunch" means a lunch which meets all the following criteria: (a) the price shall be less than the full price of the lunch; (b) the price shall be 20¢ or lower; and (c) neither the child nor any member of his family will be required to supply an equivalent value in work for the school or the school's lunch program.

Exhibit 3

APPLICATION FOR FREE OR REDUCED PRICE LUNCHES
CONFIDENTIAL

COMPLETE REQUESTED INFORMATION IN PART I ONLY

PART I

Name of Child ____________________ Phone ____________

Address ____________________

Child Attends ____________________ School and is in ____________ grade

Number of Persons in Family (Residing in Household) ____________

Number of Children in Family Attending School or Service Institutions ____________

Total Annual Income of Family Unit: $ ____________

"Income" means income before deductions for income taxes and includes salary, wages, or commissions from employment; earnings from self-employment, including farming; welfare payments; payments from alimony, child support, social security pensions, retirement or annuities; and other cash income.

List any special circumstances that are related to the financial situations, such as illness in family, unusual expenses, seasonal unemployment, etc.

____

____

The above information and statements are true and correct to the best of my knowledge and belief.

____________ Date

____________ Signature of Parent, Guardian or Adult Member of Family

Return Completed Form to the School Your Child Attends:

Name and Address of School ____________________

DO NOT WRITE IN PARTS II AND III / FOR OFFICIAL USE ONLY

PART II

Action: Approved ____________ Free ____________

Not Approved ____________ Reduced ____________

Appeal ____________

____________ Date

____________ Signature of Designated Official

TO BE RETURNED TO APPLICANT

PART III

Name of Child ____________ School ____________

☐ Your application for reduced price or free lunches has been approved effective immediately. Your children are eligible to receive free lunches/reduced price lunches @ ______¢ per child. (Cross out one not applicable.)

☐ Your application for reduced price or free lunches has not been approved. Appeal of this decision may be made to:

____________ Name ____________ Title

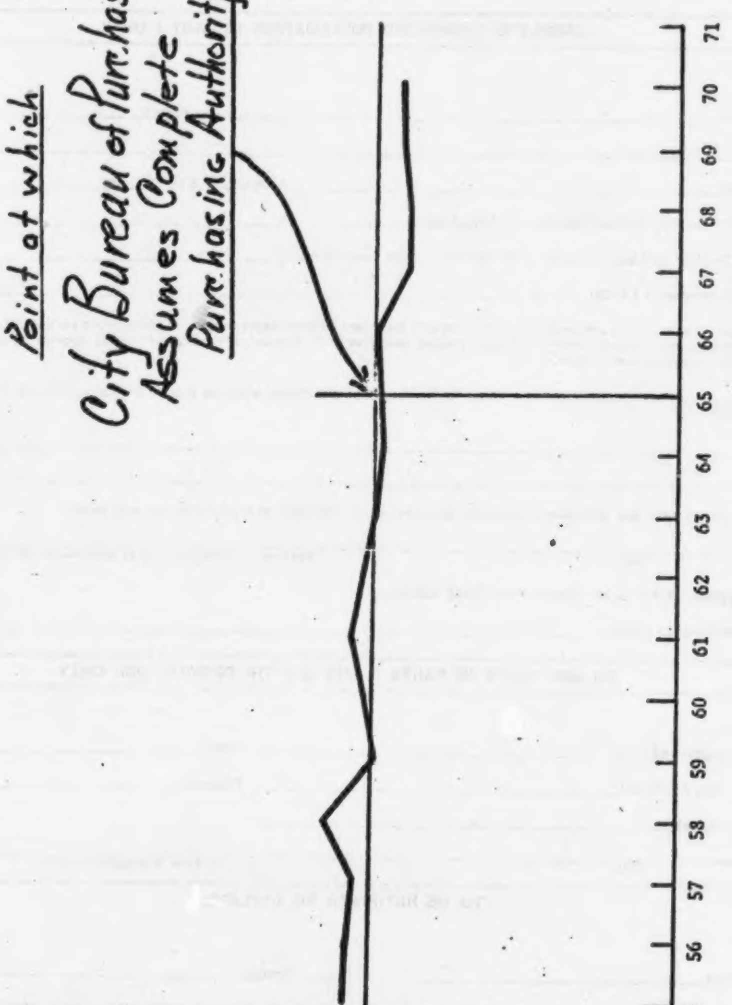
____________ Address ____________ Date

NOTE: Any change in income must be reported immediately to school officials.

Fact Sheet # 4

COST OF FOOD

Percent of Total Income



Prepared By
R.H. Nicholson, Director
February 24, 1971

FACT SHEET NO. 5

Items Considered in Compiling School Meals' Cost.

1. Food cost.
2. Supplies.
3. Labor.
4. Overhead—9% Food Supplies and Labor.*
5. Shrink Factor—10% Food and Supplies.**
6. Non-Recurring Expenses—4% Food-Supplies and Labor.***

Senator **McGovern.** Our final panel includes Mr. Simpson, director of school administration, department of education; Miss Ruby Scholz, director, school lunch section, department of education; and Mr. Martin Garber, Director, Southwest Region, Food and Nutrition Service, U.S. Department of Agriculture.

I am very sorry that our hearing has gone on through the noon hour here. Maybe it is appropriate at a hunger hearing that we do a little fasting and we do want to hear these other witnesses before we adjourn.

Miss Scholz, I think we will give you the opportunity to start off, and if you would give us a summary of what you want the committee to hear, we will make sure that the entire prepared statement that you have is made a part of the record, and the same with Mr. Simpson and Mr. Garber and any other additional material that you would like to supply the committee. I think, in view of the lateness in time, the more you can hit the highlights, the better.

STATEMENT OF RUBY SCHOLZ, DIRECTOR, SCHOOL LUNCH SECTION, DEPARTMENT OF EDUCATION, TOPEKA, KANS.

Miss **Scholz.** Mr. Chairman, the national school lunch program is administered by the school lunch section of the State department of education. Schools wishing to participate make application, and the department subsequently enters into an agreement with the school officials of each private school or school district that wishes to participate in the program.

The amended act of May 14, 1970, provided income poverty guidelines that require schools to write a policy for determining eligibility for free and reduced price meals. All participating schools have complied with the requirement and have filed copies of their policies.

Funds available to Kansas have been discussed. We have recognized the perplexing food service problems resulting from consolidation in Unified District No. 500. This brought the type A meal, one-menu service, of the elementary and secondary schools in the annexed area into the Kansas City district, which at that time offered only a la carte food service in secondary schools.

Because of the unmet needs for food services in district No. 500, we have given special consideration to the expansion of the program as Federal funds became available. On these occasions that I will list now, representatives of the USDA, myself, and other members of the State department of education have met with district No. 500 officials to consider problems and discuss available help.

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*Overhead includes such items as the educational, classified and per diem payrolls, office equipment and supplies, rental and repair of equipment, travel expenses, subscriptions, rental of motor equipment, telephone service, and storage of government commodities.

**Shrink Factor covers overcooking or steam tables loss, spillage, oversize portions, spoilage, excess taken by children (napkins, straws, plastic ware), insect and rodent damage and theft.

***Non-Recurring Expenses would include uniform rental, maintenance, poor weather factor influencing delivery time, bank pickup of receipts, wear and tear on equipment, time absorbed in clean-up operations, training program, laundry, cost of carriers for various satellite programs, vandalism, depreciation of equipment and constant loss of silverware and dishes.

In December 1966 we met to discuss the possibility of two or more pilot breakfast programs and equipment funds that were available.

On November 20, 1968, there was a plan to provide cold bag lunches for six elementary schools, with the possible preparation in two high schools. A survey of the equipment needs was made. The program was not adopted due to lack of local funds.

In January of 1969 the district requested information from the school lunch office on the possibility of using a food management program. My reply stated that the contract would be necessary before approval would be given.

On April 1, 1969, a tentative plan was considered for using breakfast funds and sections 11 and 32 money for Kansas City food service and equipment. Plans for use of funds shows that $50,000 of section 32 funds was tentatively set aside for Kansas City to use for equipment. Since it was not requested, it was redistributed to other schools throughout the state.

On April 16, 1969, representatives met in Kansas City, our area office representatives and myself, met in Kansas City with the Kansas City school district office to plan for the Stowe school lunch program. This program opened in May 1969.

On November 25, 1969, Mr. Herb Rorex and other members of the area office and myself met with Dr. Plucker and some of his staff. This meeting resulted in a tentative understanding that funds were available to pay 80 percent of the cost to provide 23 schools with a breakfast program, plus additional assistance for equipment.

On December 8, 1969, the food service director for district No. 500 and Mrs. Nance and myself met to discuss the application and the implementation of this breakfast program.

On December 12, 1969, the school lunch section confirmed by letter to Dr. Plucker the understanding reached and the offer of financial assistance. The letter stated that $344,907 would be earmarked for school breakfast, school lunch, and nonfood assistance for the remainder of the 1969–70 school year. The letter offered funds for necessary equipment and reimbursement of 24 cents per lunch for starting five school lunch programs by March 1, 1970.

On January 2, 1970, Dr. Plucker pointed out that such a plan was not feasible, indicating that the program was dependent upon funds from model cities for one-fourth the cost of the equipment, and that these funds had not been assured before September 1970. We heard about that this morning.

Mr. Glenn Crowder, USDA representative for model cities, had previously met with Mrs. Gammon, myself, and Dr. Frazer, and it was determined that $119,000 of model cities funds would be needed to start the breakfast program in September.

Senator Dole. Ruby, could I interrupt you there, because we have some plane problems coming up here very quickly. I want this all to be in the record, but I wanted to get into the point that Dr. Plucker mentioned, that he just had news on last Friday; is that from your shop?

Miss SCHOLZ. You understand that the Kansas City schools had only operated 1 month to know where we stood on giving them any different reimbursement than throughout the State, which was 5 cents and 30 cents, and the fact that the higher rate of reimbursement is available, I asked him at that time to give me a picture, and the fact that increased reimbursement is available, and this is in the papers how much I offered, and as they operate, if the limit is demanded, they will be given it.

Senator DOLE. Is that in your statement?

Miss SCHOLZ. That would be the 12 cents, section 4 and 48.

Senator DOLE. That would be the full 50 cents?

Miss SCHOLZ. That is right, but they have only operated 1 month. These funds are available and they know it.

Senator DOLE. That isn't because of a new regulation that they didn't know about?

Miss SCHOLZ. No. They had not been operating and I think they were in the dark as to just how far the regulations could be carried, or how high it would pay.

Senator DOLE. At any rate, that new information would be helpful in their efforts to expand the program.

Miss SCHOLZ. They were real interested in it and I see no reason why we would have any problem the rest of the year financing their needs, and they understand that.

Senator DOLE. It was also stated that in the first months they lost, what, $9,000?

Miss SCHOLZ. All right. If we increase the reimbursement from 5 cents to 12 cents, starting now, the 1st of March, and the section 11 funds from 30 cents to 40 cents, this will give them the same pay as any child throughout the district, and that is the percentage we are operating on this month and we can go to 48 cents if it is so needed.

Senator DOLE. There was an indication that this approach would lose $100,000, but this is not the case, then, if what you indicated does happen?

Miss SCHOLZ. That's right, and I believe Dr. Plucker understands that.

Senator DOLE. I am wondering, we have discussed this, you know, many times. Wyandotte is no different from any other counties that we have visited in many other parts of America, but with the changes in the Federal law, is there anything else you could suggest to Dr. Plucker and the administration of school district No. 500 which would expedite school lunch programs in the schools where they weren't presently operating?

Miss SCHOLZ. I don't believe I have anything to add but what has been brought out throughout the morning.

Senator DOLE. Our point is if there is a building program under way, we are talking about I don't know what length of time, 3 years, 5 years, and maybe with a strike or two, 7 or 8 years. It has been emphasized that children shouldn't have to wait that long for all the buildings to incorporate the proper facilities. Of course, it is our hope, and I think it is Dr. Plucker's hope, that with the proper funding, with some satellite programs, with catering service, maybe even though they don't have the proper facilities in some of the schools to serve immediately, we might at least within the next year touch most of these schools.

Miss Scholz. I would think in 1 or 2 years we could touch the needy schools but, again, that would be local funds to match the three-fourth equipment funds.

Incidentally, if they aren't using existing kitchens, it would mean kitchen construction.

Senator Dole. What about the new provision in the law, of course, which was added by the House of Representatives that was in the final bill, the State matching requirement?

Miss Scholz. Senator Dole, Mr. Simpson is more familiar with that and has followed it closely. I would like to have him comment.

STATEMENT OF L. R. SIMPSON, DIRECTOR, SCHOOL ADMINISTRATION, DEPARTMENT OF EDUCATION, TOPEKA, KANS.

Mr. Simpson. Senator, we are quite aware of the new regulations, and in submitting our 1972 budget request to the Governor, we included an item of $315,000, but we recognize that this is a time of very tight money and drastic retention. At least the Governor eliminated this item from the budget.

We appealed to the Senate Ways and Means Committee, and this item is being considered in the Senate Ways and Means Committee at the present time. However, in anticipation that this appropriation might not be made, we explored other alternatives, and made a request that a portion of the State foundation money that goes to local school district and that actually is used for school lunch operation might be considered as matching money in lieu of the direct appropriation.

We just this last week received a telegram, I think it is from Russell Wilsey of the USDA office in Dallas, indicating that that portion of State revenues made available to local school districts in the form of minimum foundations or other educational grants which are transferred to the school food service account by local school officials for expenditure in connection with the school food service program be counted as part of the funds made available by States to meet the matching requirement. This was the question, and the answer was "Yes."

The Senate Ways and Means Committee has this information, as does the Governor and other members of the legislature, and whether they will pursue an appropriation for direct matching money is a question, and I doubt very much, according to the tenor in Topeka at the present, that they would make this appropriation, but at least the title 4 amount of somewhat over $2½ million would not be sacrificed even though this appropriation were not made.

I believe this item, Mr. Plucker's statement of $100,000, was predicated on the idea that we might lose section 4 money.

Senator Dole. But you will not lose section 4 money?

Mr. Simpson. No, it doesn't seem that we would.

Senator Dole. I think it might be helpful if you have a copy of that telegram to include it in the record.

Mr. Simpson. I would be glad to.

Senator Dole. And I would hope the Kansas Legislature in the end, in their wisdom, would appropriate the money needed. I have been one of those who felt the State should participate in this program so that they would not only have some interest in it financially, but some awareness of the needs. It is easy for the Federal Government to take it all over, but it appears to me that, if they want the interest of the people of Kansas in a Kansas problem, then the legislators and the Governor, whoever they may be, should be required to take some role in the program.

I know States don't want to spend money and everybody wants all the money to come from the Federal Government, but the Government also is in a pinch and the tenor in Washington is not much different than the tenor in any State capitol.

That is an editorial comment that probably doesn't mean anything. I am pleased to have that information in the telegram and I think it would be very helpful to have it in the record.

Mr. Simpson. I am sure there is a great amount of concern over the State that section 4 money might be lost, and even though there is this doubt at the present time, I would be hopeful that various groups would pursue this idea of the appropriations that would amount of about seven-tenths of 1 cent for each meal served as the State's contribution, and we are still hopeful, of course, that the State will see fit to provide that.

Senator Dole. I think you covered it in your statement, Miss Scholz, but if it is OK with you to ask a question about something in your statement that you haven't touched on, apparently there is some question in district No. 500 about the so-called a la carte, the type A lunch. I am not certain I understand what the problem is. Apparently the district prefers, what, the a la carte? They have had it until recently and then it was changed, I guess, because of necessity.

Miss Scholz. You understand that when the Washington area was annexed, it was the first time that a type A meal service had been brought into the Kansas City district. Also this problem faced Kansas City, Kans., schools when the amendment last May 14 required commodity only schools, in order to continue to receive section 32 commodities, must serve type A lunches. There was no reason why they needed to go on the type A type of meal. The regulation said that all you have to do to receive 32 commodities, there would be a luncheon pattern or guidelines for the lunches served, there would be free lunches, there wouldn't be any discrimination, and there will be no reimbursement. But the Kansas City schools did not choose to go that way. They switched to the type A pattern entirely in order that they would participate in a greater variety of commodities and they would get reimbursement for all meals, and especially reimbursement for the free and reduced price meals.

In my testimony I believe the advantages that our office set forth that they gained by going this way.

Senator Dole. Do you have any questions, Senator?

Senator Bellmon. No.

Senator Dole. I think if you will stay a minute, I will ask Mr. Garber if he could summarize his statement and perhaps ask questions.

Mr. Garber. Senator Dole, I would be glad to. I am going to summarize a 15-minute statement in about 2 minutes.

Senator **Dole.** Thank you.

Mr. **Garber.** And I hope that you will put the entire statement in the record.

Senator **Dole.** The entire statement will be made a part of the record. I might say, Mr. Garber, that I read your statement earlier. Proceed in any way you wish.

STATEMENT OF MARTIN GARBER, DIRECTOR, SOUTHWEST REGION, FOOD AND NUTRITION SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. **Garber.** I would like to emphasize that we, the Department of Agriculture, enter into an agreement with each of the State departments of education. In this agreement the State department of education says what they will do, and we, in turn, in the Department of Agriculture say what we will do. This has been a very fine relationship. The responsibility from a national standpoint is in the Department of Agriculture, at the State level, within the State.

We provide technical assistance to schools without food service in exploring all possible methods of food service which provides lunches or breakfasts to children.

Senator Dole, this is one of our main objectives and one of our main goals, to get into the schools, such as the Kansas City school system, and other schools that have no school food service. The agreement and the plan of operation that the State tells us how they are going to perform, that, too, is one of their main objectives, to get into the schools such as this.

We provide technical assistance to schools.

Senator Bellmon, we provide leadership and assistance and planning in conducting training programs for local school lunch personnel, with the goal of making available nutritious lunches and breakfasts to children at the lowest possible price.

This present school year the amount of money coming into the State of Kansas for child nutrition has gone up 96 percent.

Senator **Dole.** That is 96 percent over a year ago?

Mr. **Garber.** Over a year ago.

Of course, we all know that the new act, the National School Lunch Act, provides free and reduced price lunches to children, and this is being accomplished through Ruby Scholz and the Department of education in the State of Kansas.

In the Kansas City area, we have been with the department of education representatives at the department of education at least six or seven times, in which we have talked to the Kansas City school officials, attempting to encourage them to expand their school lunch facilities.

I would say that, while we haven't gained much, we have gained some. Dr. Plucker has been very cordial, and his staff has been very cordial. Of course we aren't there yet.

That is the end of my statement. Thank you so much.

Senator **Dole.** Let me say this, Mr. Garber. I am aware of the work you are doing, and I appreciate it.

I am aware of the work that Miss Scholz is doing. I appreciate that very much. In fact, I have been working with her for some time throughout Kansas.

I haven't any questions, except to say, as I said at the outset, the purpose of this hearing is to see if we can't help bring about some resolution of the facts as they exist.

Mr. GARBER. May I expand on a question that has been presented before this committee, the one regarding the 4 percent matching.

We used Mr. Simpson's letter as a guinea pig letter. It was sent to Washington and he had already verified everything in fine shape. They come back with the answer yes, if next year you are in the same position, you fit into the picture on matching funds. So I would say that the answer there is definitely yes.

There is now another explanation and I don't know whose fault this is. For instance, last year we operated under a continuing resolution until about the first of January. We had an appropriation the first of January, and we had a change in regulation. So it takes time to get these things done.

We have into the new School Lunch Act an authorization that appropriations can be made 2 years in advance, which to me would be very helpful to this big school lunch program.

Senator DOLE. We recognize that problem. In fact, I am sure the chairman does, and Senator Bellmon. We were passing some appropriations bills in December after half the fiscal year is passed. There is enough blame to go around, but I appreciate your coming.

Mr. GARBER. Thank you, sir.

Senator DOLE. I appreciate again Senator Bellmon and Senator McGovern being here, and while they may be asking you questions, I am going to see if I can get my suitcase.

Senator MCGOVERN. We all of us do have airplane schedules to meet.

I think that what we have done here today is to crowd a couple of day's testimony in about a half a day. It has been most helpful to members of the committee, and I would like to urge anyone in the audience who feels that there are points that should have been made that have not been made here to submit those to the committee in writing. They can be sent either directly to the committee or to the office of any of the Senators who are here. Simply address them to the Senate Nutrition Committee, Washington, D.C. They will reach us. We appreciate those statements.

A woman just spoke to me in the rear of the auditorium here a moment ago saying that there were a couple of points that she felt had not been properly sharpened in the questioning and in the testimony. We appreciate having those points made and submitted as a part of the record.

We will hold the hearing record open for any additions that anyone in this area would like to submit to it.

Meanwhile, we do thank the witnesses for their patience.

Senator Bellmon.

Senator BELLMON. Thank you, Mr. Chairman.

I would like to ask Mr. Garber a couple of questions.

You have heard the testimony about the difficulty that Kansas City's school district is facing in trying to overcome this problem. Do you know of any examples of other cities that have had this same difficulty and have overcome their problems?

Mr. GARBER. I know of some in Oklahoma, your home State. Bartlesville, Okla., has had the same problem, and they are expanding it through satellite operations; Ponca City is doing the same thing. They are making a survey in my home city, Enid, Okla., to see how they can do it.

I have an example of five good cities here. If you would like to have it in the record, I will be glad to place it in the record.

Senator BELLMON. I would appreciate it if you would.

I also was a little surprised and shocked at the witness who commented on the quality of the commodities and the condition they are in when they receive them.

Mr. GARBER. I heard the testimony of the lady this morning and I was surprised, because I think that the Department has inspectors who inspect these products at the time we are buying them. I find that most people seem to think that they are of the very finest quality that can be obtained.

If they are allowed to stay too long in a certain place without use, why, anything can be damaged there.

Senator BELLMON. Does the Department operate inspection services an inspection service that could look into this charge and get to the bottom of this charge, and if you do that, could you give us the results for the record?

Mr. GARBER. I didn't quite understand your question, sir.

Senator BELLMON. Does the U.S. Department of Agriculture have an inspection service that could look into this charge and get to the bottom of it and give us a report?

Mr. GARBER. Yes, sir; we can. We, plus the State, can go into this program and see whether this might be true or not.

Senator BELLMON. And you could give us a report of your findings for the record?

Mr. GARBER. Yes, sir. We will work with the State in doing this.

Senator BELLMON. I have one other question. Repeatedly today it has been brought out that there is a need for nutrition knowledge. Does the Department provide, in your opinion, adequate support for schools in trying to help children know what a good meal consists of, and do you provide help to recipients of commodities, helping them in the use of these foods?

Mr. GARBER. We encourage the States to do this. We have summer workshops in which they, in turn, teach the children, and then the children in many occasions teach the parents the proper things to eat. This is being done in Oklahoma. We have a very progressive program here. Some States are not as progressive as others, and a lot of it depends upon the State staff, the number of people that they have working.

I would say that Ruby Scholz here is rather closely limited to the number of people that she has working for her.

Senator BELLMON. If you do cause an investigation to be made of the quality of the commodities here in the Kansas City area, could you also see whether or not this educational information and programs are being, in fact, administered at the local level, and perhaps furnish us a copy of the kind of material the recipients are getting with this food? I would like to see just what happens at the local level. I know you may have good ideas at the national level or regional level, but what is important is what does the recipient get. I think we would be helped.

Mr. Garber. Are you talking about the commodity distribution program, sir?

Senator Bellmon. I am talking about in addition to passing out the commodities, what kind of a job is the Department of Agriculture and the Federal Government doing in helping these people to us them wisely?

Mr. Garber. Proper utilization.

Senator Bellmon. Right.

Mr. Garber. We have the Extension Service helping us, over 700 aides in 700 counties. We recently have been given authority in our regional offices to employ five or six people to work strictly on this part of the program. Nutritional education is one of the most important particulars and one of the most important things that we can do, and it is a tremendous program.

Senator Bellmon. Thank you.

In the interest of time I won't pursue it any further.

Senator McGovern. Thanks again to our witnesses and to the audience who have stayed with us so patiently.

The hearing is adjourned.

(Whereupon, at 2:10 p.m., the hearing was adjourned.)

(The statement of Martin Garber follows:)

Prepared Statement of Martin Garber, Southwest Regional Director, Food and Nutrition Service, U.S. Department of Agriculture

Mr. Chairman, Members of the Committee, I appreciate the opportunity to appear before this Committee to discuss the Department of Agriculture's role in efforts to expand food srevice to all schols in Unified School District Number 500.

At this point it might be well to discuss the Department's relationship with States in the administration of child feeding programs authorized by the National School Lunch Act, as amended by Public Law 91–248, and the Child Nutrition Act of 1966. The Department, through its Food and Nutrition Service Regional Offices enters into a Federal-State Agreement with the State Educational Agency. Under the terms of the Agreement, the Department agrees to make funds available to the State Agency for the programs operated by it, as set forth in the Agreement. In turn, the State Agency agrees to accept Federal funds for expenditure in accordance with the applicable Regulations and to comply with all provisions of such Regulations. Regulations issued by the Department for the operation of the Child Nutrition Programs are incorporated by reference into the Federal-State Agreement.

In accordance with the provisions of the previously mentioned child nutrition legislation, the Department of Agriculture is responsible for administering the Child Nutrition Programs at the National level. Within each State the responsibility for program administration rests with the State Educational Agency. In carrying out these responsibilities the Department: apportions funds to the States in accordance with the formulas established by law; conducts fiscal audits of the State Agency program expenditures and administrative analyses of program operations; establishes meal-type requirements, as conditions of participation by schools and child care institutions; and ships donated commodities to central points within the States where the State Distributing Agency takes over the distribution to eligible outlets. In carrying out the Department's responsibilities the Regional Office works closely with the State Departments of Education in their assistance to local schools in the initiation, expansion and maintenance of food service programs by:

1. Providing technical assistance to schools without food service in exploring all possible methods of a food service which would provide lunches or breakfast to children.
2. Providing leadership and assistance in planning and conducting training programs for local school lunch personnel with a goal of making available nutritious lunches and breakfasts to children at the lowest possible price.

3. Providing technical assistance and supervision of schools participating in the programs by on-site visits to improve and expand food service. This on-site activity includes assistance in food purchasing, food storage, menu planning, food preparation and service and program financing and record keeping.

As I mentioned earlier program funds are apportioned to the States according to apportionment formulas set forth in the applicable legislation and regulations. The following amounts of Child Nutrition Program funds have been made available to Kansas for Fiscal Year 1971: Reimbursement to schools:

For all lunches (sec. 4)	$2,613,723
For free and reduced price lunches (sec. 11)	2,087,513
For breakfasts	159,036
For equipment	167,712
Additional supplemental funds (sec. 32) as needed for free and reduced price lunches, breakfasts and equipment	1,576,776
For schools and child care institutions:	
Special Milk Program	1,093,598
Nonschool food service for children	134,365

The total apportionment of $7,832,723 for the current fiscal year represents a 96 percent increase in the amount of funds apportioned to Kansas last fiscal year.

State Departments of Education have the responsibility of setting rates of reimbursement for lunches served in the schools and for meals served in the nonschool feeding program. Rates of reimbursement must be set within the maximum rates as set forth in the regulations.

The National School Lunch Program regulations require schools to serve lunches free or at a reduced price to children who are determined by local school authorities to be unable to pay the full price of the lunch. Additionally, effective January 1, 1971 any school children from a family whose annual income is not above the applicable family size income level set forth in the "Income Poverty Guidelines" prescribed by the Secretary of Agriculture must be served lunches free or at a reduced price. These requirements apply to all schools participating in the National School Lunch Program and those additional schools receiving only federally donated foods in their lunch program.

Because of National interest in good nutrition for children the Department is committed to encouraging the expansion of food service to all schools, with special emphasis in reaching needy children. In this connection regional representatives of the Office of the Food and Nutrition Service working with the Kansas State Department of Education have participated in efforts to expand lunch or breakfast service in Kansas City schools. Concerted efforts were made toward this expansion beginning in December 1966 when we and the State Department of Education officials met with the Kansas City school personnel. Six additional meetings were held with Kansas City school officials, the latest being on December 9, 1970. During our visits we have explored various food service systems which might possibly be used including the establishment of on-site kitchens, a system of carry-out food service, a modified central kitchen system and a food management company. I would like to state that our meetings with Dr. Plucker and his staff have been most cordial at all times and there has been recent measurable expansion of food service in Kansas City schools.

Mr. Chairman, this concludes my statement.

APPENDIX

CLEVELAND

The central kitchen concept was developed originally because there were no kitchen facilities in any of the elementary schools. It was thought desirable to initiate a program as quickly as possibly with minimum amount of expense. The discussion and subsequent installation took nearly 2 years. The kitchen was completed in November 1969; because of numerous problems and the Christmas vacation, operations were initiated in the beginning of the second semester in January 1970. There were five schools participating in the program when it opened with 80% of the children in these schools participating. Because of increase funding, the total number of schools was increased to 20 effective April 1970. As of February 15, 1971, an additional 6 schools were added bringing the total number of participating schools to 26. It is planned that four additional schools will be added by March 15 and 19 more schools as quickly as possible there after. Children in these schools number approximately 14,000. This would leave a total of 13 Title one schools with an ADA of 11,000 without food service. It is estimated if sufficient funds are received these schools will be brought into the program during the 1971–72 school year. The remainder of the 137 elementary schools will be brought in as quickly as possible. The lunch price started at 30 cents, but effective this year, the lunch price has been reduced to 20 cents. There are about 14,500 lunches being prepared each day at the present time.

[From Institution Volume Feeding, Feb. 1, 1971]

1: CLEVELAND—CONVENIENCE FOODS, FAST PRODUCTION ASSEMBLY LINES SERVE 40,000 STUDENTS LUNCH IN GHETTO SCHOOLS

In about two years Cleveland has developed a system which provides lunches for 10,000 needy children daily in 20 inner city schools. Prior to that there was no food service in these schools.

Plans call for this program to be expanded to 42 more schools with 30,000 more students getting free or reduced price lunches this year.

Using convenience foods, the lunches are assembled in a central kitchen using two food assembly lines, one for hot foods and the second for cold foods.

Mrs. Constance Gallo said, "I wanted desperately to see these kids fed, and this was the quickest and most economic way to do it." Mrs. Gallo, who has been coordinator of foodservices since 1968, conceived of the production center, then sought manufacturers to build the assembly lines.

After the food is assembled in disposable foil trays it is refrigerated and trucked to satellite schools a day prior to serving.

At each satellite school the food is stored in refrigerated units and reconstituted in convection ovens shortly before the noon meal. Mrs. Gallo said she believed that the use of convenience foods was imperative because there is no money to build unit kitchens in inner city schools.

Though there are unit kitchens in secondary schools, those at elementary level have only ovens, refrigerated units and milk coolers.

The assembly line units were installed in the central kitchen in September 1970. By using the new equipment the satellite program will serve thousands of students who have not had free or reduced-price lunches.

Besides convenience foods, commodities received from the Department of Agriculture are used. The commodities are cooked in the central kitchen and worked into the menu along with the convenience foods.

Pupils in all elementary schools involved in the program receive the lunches for either 20 cents or free, depending on the income level and size of the child's family.

Both the Cleveland Board of Education and the National School Lunch Program say a child is eligible for a free lunch if a family's income is below a certain level. To qualify here are the standards:

Family size	*Maximum monthly income*
2	$169
3	196
4	244
5	279
6	309
7	353
8	388
9	426
10	459

School officials say 72.5 percent of the average daily participation receive free lunches in the ghetto area schools where the program is in effect.

Total cost for each lunch is 75 cents, Mrs. Gallo reports. This includes raw food, packaging, refuse, administration, transportation, maintenance and utility costs. Of this figure on every free lunch, only 42 cents are recovered from the Federal government and county and state subsidization.

Though Mrs. Gallo said she appreciates the federal money, she believes "across the board funding" to states from National School Lunch Program is wrong. "It's based on a grass roots concept. Costs for producing and serving lunches in the big cities of the north are much higher than rural areas," Mrs. Gallo contended.

Part of the problem is the fault of the northern school lunch directors themselves, she continued. When tabulating costs, many of them only report raw food costs. This is wrong, she contended, because everything from the salary of the school lunch director to the cost of transportation should be counted in ascertaining the unit costs of lunches.

The number of poverty level families has risen sharply (reportedly 100 percent) in recent years in Cleveland. Supt. Paul W. Briggs said that because of this fact "We took a new look of ways and means of cutting down food preparation and labor costs, while improving quality control." The central production—satellite program resulted.

Briggs believes in the future that the costs of free lunches should be 100 percent subsidized by the Federal government, because local governmental units will be unable to pay for them.

SEVENTY-SIX SCHOOLS PARTICIPATE IN THE NATIONAL SCHOOL LUNCH PROGRAM

In the spring of 1970, all junior and senior high schools in Cleveland participated in the National School Lunch Program, with the exception of one (the Jane Addams Vocational High School). However, this school offered food service to its students.

There are now 76 schools in the National School Lunch Program. These schools have an average daily attendance of 82,466 students, and an average daily participation of 31,767. There are still some 102 Cleveland schools (with approximately 62,000 children) that have not yet entered the National School Lunch Program.

Prior to 1964, none of the Cleveland grade schools had any facilities for a lunch program, all being built on the neighborhood school concept.

A little over two years ago the school system began operating a "Central Food Facility." Under this system, Type A lunches are prepared and frozen in volume and shipped to schools (elementary) where a week's supply of lunches are placed in freezer storage. As needed, the lunches are reconstituted in convection ovens and served hot to children. Because of financing problems, the facility was serving only 5 schools until April 1970.

With funds obtained under the Perkins Act (Section 32 funds) service from the Central Food Service was expanded to 13 additional elementary schools in April 1970, reaching about 10,000 more students.

The Cleveland School Breakfast Program, which started in 17 elementary schools on January 8, 1968, has been expanded to 62 schools serving about 34,726 children with free or reduced price breakfasts daily.

There are now 99 schools, with an average daily attendance of 94,085 in the Special Milk Program.

Assistance granted to Cleveland for food programs during fiscal year 1970 is as follows:

School lunch—special assistance included above	$561, 230
Special milk—special assistance included above	165, 385
Breakfast	1, 002, 791
Nonfood (equipment) assistance	222, 764
Cleveland's total reimbursement	1, 952, 170
Reported cost of food service:	
Food	$2, 879, 213
Labor	1, 801, 775
Miscellaneous	306, 135
	4, 987, 123

Cleveland school enrollment, 151,378.
Statewide public school enrollment, 2,425,086.
Cleveland percentage of State total, 6.2.
Statewide reimbursement, $17,025,249.
Cleveland percentage of State reimbursement, 11.46.

PHILADELPHIA, PA.

ST. ANTHONY OF PADUA PAROCHIAL SCHOOL

On December 10, 1970, an eight-week test program was initiated to evaluate the acceptability of eating a hot lunch out of a "cup-can." The purpose of the study was to develop a hot lunch program at low cost designed to serve the many children who attend older schools in low income areas and which have little or no food preparation and service facilities. The experiment was sponsored by the Academy of Food Marketing at St. Joseph's College in cooperation with St. Anthony of Padua Parochial School (Philadelphia Archdiocese), and with the technical and financial support of the U.S. Department of Agriculture's Food and Nutrition Service.

Canned entrees were purchased from a major food company in nearby Camden, New Jersey. Example entrees served were: beans and franks in tomato sauce, beef stew, chicken stew, chili-mac, spaghetti and meatballs, etc. Two small oven-dispensers, similar to those used in vending equipment, were purchased for approximately $100 each. Each oven-dispenser has a capacity of 80 eight-ounce cans of food. Since not all of the entrees met the USDA Type A lunch standards, additional cold foods were served along with the entree to bring the lunch up to the Type A requirement. A typical lunch included: apple juice, spaghetti and meatballs (in a can), peanut butter and crackers, fresh orange, and a half-pint of milk. Five volunteer mothers set the tables, assembled the cold foods, opened the cans, and cleaned the auditorium used as a dining area.

Since most of the youngsters come from low-income families, they receive their meals free or at a reduced rate. Those who pay are charged 15 cents per meal; USDA reimburses the school 42 cents per lunch. The children put their money for the week (75 cents) in an envelope and give it to the teacher. If the envelope is empty, only the teacher knows.

About two-thirds (160) of the children in the school participate in the program. Sister Marie Patrice, Principal of St. Anthony's reported that since the program began, the children were more attentive in the classroom and the number of youngsters reporting to her office because of headaches and stomachaches declined sharply.

The "cup-can" program was enthusiastically accepted by the children. They had no objection to either the can or the variety of entrees presently available. The program was given favorable appraisal by USDA and the Archdiocese plans to extend the program to as many as 66 other inner city schools in Philadelphia. This test program illustrated that hot meals can be served in schools without food service facilities.

[From the U.S. Department of Agriculture Food and Nutrition Service News, Feb. 11, 1971]

LUNCH IN A "CUP-CAN"—A HIT IN PHILADELPHIA PAROCHIAL SCHOOL

What started out as a rather ambitious 8-week test program in early December, more than fulfilled the hopes of its most optimistic supporters well before the experimental period had elapsed, and now appears to be here to stay.

That is, if the youngsters who attend the St. Anthony of Padua parochial school on Philadelphia's south side have anything to say about it. It was their school that was selected to test the acceptability of eating a hot lunch out of what they call a "cup-can."

The experiment was sponsored by the Academy of Food Marketing at St. Joseph's College in cooperation with the Philadelphia Archdiocese, and with the technical and financial support of the U.S. Department of Agriculture's Food and Nutrition Service.

It all got started in the spring of 1970, when Father Donald V. Heim, food programs director for the Cardinal's Commission on Human Relations, was instructed by his executive director to introduce lunch programs in some of the inner city schools. The task, formidable enough, was made even more so in that there was no money available for the project.

However, the Academy of Food Marketing was in the process of developing a hot lunch program at low cost that would be designed to serve the many children who attend older schools in low-income areas, and which have little or no kitchen facilities.

The program was basically designed around a relatively small and inexpensive oven-dispenser which could heat as many as 80 eight-ounce cans of food. It eliminated the need for a kitchen, as well as the many people it would take to staff it.

The Academy made arrangements with a major food company in nearby Camden, N.J. to purchase eight canned entrees from the company's better known brand lines for use in the test project. These included Chile Con Carne with beans, beans and franks in tomato sauce, beans 'n beef, beef stew, chicken stew, chili-mac, spaghetti and meatballs, and spaghetti and beef.

Since not all of these entrees met USDA's Type A standards for a nutritious lunch on their own, the agency suggested the necessary nutritive foods that would have to be served along with the entree in order to bring it up to the Type A requirement, so that the Department could underwrite the 8-week program.

Once the necessary approvals were obtained. Father Heim made arrangements with Sister Marie Patrice. Principal of St. Anthony's to introduce the meal service in her school. Sister Patrice was more than happy to give the experiment a try in that most of her students did not eat nourishing noon meals.

Everything was set for the start of the noble experiment on December 10.

Under the glare of television lights and with photographers and reporters carefully recording the event for posterity. about 160 youngsters assembled in the school auditorium enjoyed a lunch of chicken stew (in a can), an apple, a cracker, and a half-pint container of milk.

Despite the excitment of their new-found fame, the children wasted no time in eating their lunch. It was rather obvious that it was their first nutritious noon meal in a long time. The critics—the youngsters themselves—were quick to give the meal rave reviews. Eating out of a "cup-can" proved to be a big hit.

Before long the affects of the program became rather noticeable. Sister Patrice reported that the children became much more attentive in the classroom. The number of youngsters reporting to her office because of headaches and stomachaches declined sharply. It should be said that the school also operates a breakfast program for 80 pupils under USDA auspices.

Sister Patrice also observed that the meal service was something of an education to the youngsters. She said that early in the program some of the children didn't drink their tomato juice because they didn't know what it was. Now they think it is great.

The program has also become a social outlet for the children. Many were very shy about eating together. They would often have their meal without saying a word to one another. Now they take their time in eating and talk to everyone at the table—including the teacher.

The latter conversations usually deal with courtesy and table manners.

Based on these considerations, as well as the continued popularity of the "cup-cans." USDA gave St. Anthony's the go-ahead to continue providing such lunches on a permanent basis.

At present about two-thirds of the student enrollment take part in the "cup-can" lunch program. The remainder bring bag lunches from home. Sister Patrice hopes to eventually have all her students take part in the hot lunch service.

Since most of the youngsters come from low income families, they receive their meals free or at a reduced rate. Those who pay are charged 15 cents per meal. Each youngster is required to hand in a sealed envelope each week. Only the teacher knows whether the envelope is empty.

To help St. Anthony's with its food costs, USDA reimburses the school 42 cents for each meal it serves. These monies were made available by Congress so that all needy youngsters will be able to enjoy school lunches either at a reduced rate or at no charge at all.

St. Anthony's is also assisted by five mothers, who volunteer their services in setting tables, opening cans, and helping the younger children.

As a result of USDA's favorable appraisal, Father Heim is very anxious to extend the program to as many as 66 other inner city schools in Philadelphia.

The success of this test program may have widespread significance, according to USDA officials. It showed for the first time that hot meals can be prepared in schools without kitchens, and that children have no objections to eating their meals out of a can.

Previously, some of the inner-city Philadelphia schools operated a "satellite" program in which one school prepared meals for its own students, as well as those of a neighboring school. However, this program met with only fair success in that it could be used in limited areas and at times created problems that were difficult to overcome.

The development of the oven-dispenser seems to solve many of these problems. Its relatively low cost of $108 makes it a very worthwhile investment. In addition, it takes up very litle space and is easily operated.

This program is part of the USDA's continuing effort to provide lunches to all school youngsters across the country, especially those from needy families. It would certainly appear that St. Anthony's pioneering example could set the pace for other schools with limited resources.

[From the American School Board Journal, November 1970]

GOOD FOOD AND GOODWILL COME PACKAGED TOGETHER

What comes in containers and reduces student tardiness and absences, boosts attention spans of children, improves school-community relations, and creates measurable goodwill?

A good, nourishing, hot school lunch, that's what.

For proof, ask the people in the Philadelphia public elementary schools about their satellite school lunch program initiated two years ago. It's called "satellite" because the lunches are prepared in a central commissary and kitchen, then delivered by truck or bus to receiving schools for heating and serving (receiving schools have no facilities to prepare meals).

These lunches aren't handed out by leggy young things in pants suits, but they look a lot like the prepackaged meals served a la 747. That is no coincidence. Neither is the fact that the convection ovens and coolers maintained by each receiving school look like big brothers to the equipment seen in the galley of an airliner.

With the help of the food service industry, Philadelphia has, in fact, adapted airline-style feeding patterns to provide government-subsidize hot lunches for thousands of children living in depressed neighborhoods. The system works so well that the Philadelphia school board is now the operator of the nation's second largest public school hot lunch program—one that is still growing.

The day before they are to be served, meals are prepared in a central commissary set up and run by the school district's food service division. Within 24 hours the lunches, packed in wire trays, are trucked to the satellite schools where they will be served. At the receiving schools, hot portions of the lunch are heated in convection ovens; cold portions are stored in roll-in or beverage coolers until serving time. The equipment is simple and compact, a boon to overcrowded cafeterias and food service areas.

The meals themselves are government-approved Type A hot lunches that provide children with one-third of their daily nutritional needs. Indeed, for many children the lunches represent their one and only hot meal of the day. Consisting of a hot entree and vegetable packaged in a two-compartment aluminum foil container and a cold portion (fruit, roll, dessert) put up in a clear plastic package, each meal is wrapped in shrink film. A carton of milk, straw, plastic utensils and a napkin complete the serving. Containers and utensils are all disposable, eliminating dishwashing.

The price is right. Where else can a child get meat, vegetable, fruit, roll, dessert and milk for 35 cents—or less? Although the hot lunches cost 35 cents for Philadelphia schools to prepare, they are priced at 10 cents in depressed areas (average income $3,000 or below) through the federal government's school lunch program. The government pays the other 25 cents per meal.

The beneficial effects of the hot lunch program have been felt by parents and children alike. Let school district employes tell more:

Says Principal Edward E. Itzenson: "It's not that the school district's hot lunch program has completely changed parents' attitudes. We've had good community spirit here for years. But the program has accentuated these feelings of warmth and confidence—we're sure of that. It fits beautifully into our concept of the school as an integral part of family and community life."

Adds Teacher Eva Weinstein: "There's more interest in food now on the part of both children and parents. The children, some of whom have never seen or tasted such things as prunes, beets, spinach, pears and coleslaw, often ask what we are having for lunch when they arrive in the morning. Parents are extremely concientious about getting lunch money to school and keeping up to date. When a child is sick, a parent might come to school to take his lunch home to him, or a brother or sister might take it home. We sometimes get telephone calls as late as 10 p.m. about the lunch program, and we have received many, many notes of appreciation from parents to whom the program means so much."

Other teachers have noticed such encouraging signs as fewer absences, less incidence of tardiness, and a better attention span on the part of students since the lunch program went into effect. That doesn't surprise Thomas F. O'Shaughnessy, administrative director of Philadelphia's food service division.

"You just can't teach a hungry child," says O'Shaughnessy. "There are about 290,000 children in Philadelphia schools and too many of them were not getting anything to eat at noon because they couldn't afford it, or because many schools had inadequate cafeteria facilities, or because no one was at home to fix meals. The problems were most severe in economically depressed areas, where a higher incidence of broken homes and working mothers left many children to fend for themselves during the noon hour. We were certain that hot, low-cost, balanced noon meals would perkup our students."

Parents say even their children's table manners have improved, simply because they are eating with others in a supervised situation.

Principal Itzenson plans to capitalize on a good thing at his school. "Eventually," he says, "we hope to integrate a health and etiquette class into the lunch period, especially since the children don't take the full 45 minutes to eat." He also plans to have the children help maintain the lunch room by painting and decorating it.

"In time we may have flower vases on the tables and posters and pictures on the walls, all the work of the children," Itzenson says. It's all part of a plan to turn the lunch period into a worthwhile learning experience.

With or without flowers and posters, there seems no disputing that Philadelphia school officials may just have found their way into the heads and hearts of thousands of children and parents—with a little bit of love and understanding packaged in containers and called lunch.

ARCHDIOCESE OF CHICAGO

After nearly two years of discussion, the Chicago Archdiocese central kitchen operation opened in September 1970. On the first day of operation, two schools were participating. However, by October all 40 schools were in the program. Currently, the ADA is approximately 13,500 and the ADP 11,000.

In September 1972, a second central kitchen is scheduled to open on the south side. It will take in an additional five schools and have a capacity to serve between 15,000 to 25,000 meals a day.

These schools are only 40 out of 120 inner city schools which were without food service programs. Since the present central kitchen is operating at capacity, it is hoped an alternative method can be developed.

A questionnaire is being circulated to schools not in the program at this time to determine their reaction to a food service management company.

DETROIT

The Astro-pak system in Detroit was a result of the following three factors:

1. Compromise reached relevant to settling lawsuit filed.
2. Pressure from an urban coalition group formed after the Detroit riot called the New Detroit.
3. Desire of school officials to improve the food service equipment.

Agreement was reached with ARA to provide the meals. Operations began April 1970. On a pilot basis in 15 poverty area schools with an ADA of 12,000 and ADP of 4,429. An additional condition of lawsuit compromise was that food service to be provided in all 60 poverty area elementary schools by 1971. An additional 47 schools have been added bringing that total to 57 with an ADA of 30,300 and an ADP of 10,803. Of the three remaining schools with an ADA of 1,073 two are scheduled to begin operation as soon as possible. The third with an ADA of 933 has requested that the program not be initiated until September 1971. Food is prepared at one central location with school officials responsible for picking up and delivering food to various locations. The lunch is presently costing about 45.5¢ to produce and selling at 20¢ for regular priced lunches, and 10¢ for reduced priced lunches. The State agency is paying reimbursement at a rate of 47¢ for each lunch.

There are a total of 330 schools in Detroit with 271 having food service. The 59 remaining schools have no food service, but outside of the two poverty schools which are scheduled to begin operation, the remaining are not in poverty areas. The 27 schools having food service serve about 90,800 lunches per day with 80,000 being hot lunches. There are 15 base kitchens and 46 self-contained kitchens. An additional base kitchen will be ready September 1971, and will be able to serve an additional 4,000 lunches daily. There are plans to convert as rapidly as possible those schools serving cold lunches to hot lunches.

[From the Detroit Free Press, Sept. 8, 1970]

CITY EXPANDS SCHOOL LUNCH PROGRAM—SUBURBS WIDEN MENUS

(By Cindy Skalsky)

When Detroit children pull open the heavy doors to their schools, many will find that the day's program includes a new activity—lunch.

Concentrating on low-income areas in the inner city, the Board of Education's Food Service Department plans to provide lunches in 53 city schools where they have never been served before. An expansion of last year's experiment with cold lunches called Astropacks accounts for a large share of the increase.

Last year a White House nutrition conference concluded that nationwide, school lunch programs reach less than half the country's children. The percentage is even lower for children from poor families.

In Detroit, 73,000 children, about one-fourth the total enrollment, had no school lunch available last year. Said Howard Briggs, director of food services for Detroit Public Schools, "I don't have the exact figures, but we're cutting that 73,000 down quite a bit."

The cost of hot lunches will remain the same this fall, 30 cents in elementary schools, 40 cents in junior highs and 45 cents in senior high schools. Twenty schools are scheduled to serve hot lunches for the first time.

The prices are for the standard Type A lunches, which are subsidized by the federal government. The Type A lunch is one that meets one-third the daily nutrition needs of children, including milk, meat, vegetables, or fruits, and starch.

Children from low-income families may receive the same Type A lunches at a reduced cost of 15 cents in elementary schools and 20 cents at the junior and senior high levels. Most children receiving Aid to Dependent Children benefits are eligible for the reduced cost program.

Some children are entitled to free lunches, if the family income falls within certain guidelines. These guidelines are being held at last year's level but Briggs said he expects the federal government to raise to $3,720 the annual amount a family of four can earn to qualify for reduced cost and free lunches.

This will enable more children to participate in the program. Last year, 19,000 children in Detroit received free and reduced cost lunches.

The Astropack cold lunch program started at 16 elementary schools and will be expanded to 32 more schools during the year. The cold lunches are purchased by the school system from a private catering firm and sell for 20 cents. Children eligible for the reduced cost will pay 10 cents, and some are given free.

According to Briggs, "Financial support from the federal government has been vastly increased. We'd like to see lunches in every school, but older schools without kitchens are almost impossible to remodel. Our satellite system is the best answer so far."

Briggs is referring to the city's 15 "base" kitchens from which hot lunches are transported to 140 other schools.

"We've operated at a financial loss for the last few years," Briggs went on. "But I'm optimistic. The state legislature is considering a $10 million appropriation for feeding needy children."

Schools in other areas report no cutbacks on food services, but neither do they indicate any dramatic expansion. Emphasis in the suburbs seems to be on offering a wider menu variety and improving kitchen efficiency.

Wyandotte is a typical example. School board spokesman James Castleman said, "Like most lunch programs, we're losing money. But this community isn't growing. We only serve in the two junior highs and high school. We're offering a choice of two or three entrees in hot lunches this year, and we're adding a la carte lines. We're buying equipment to produce the food faster."

In Livonia, where lunch is served in every school, food services director Mrs. Geraldine Tobin said, "We're looking for the newest way of doing things. We plan to purchase pre-packaged lunches which we call 'airline' dinners. All our nine junior highs will have a la carte lines for the first time, including things like cold sandwiches, hamburgers, french fries and fruits. There won't be any change in prices."

Farmington, an area which has grown considerably in the past few years, instituted the satellite system at 11 schools last year. This fall, the one base kitchen will make lunches for 18 schools, hopefully 19 by January. Cost of lunches will go up from 35 to 40 cents in elementary schools and stay at 45 cents for junior and senior high students.

Farmington's food services director Mike Howard is a strong supporter of the satellite system. "With construction costs what they are, we've found it more economical and labor saving to have all the equipment in a single kitchen," he said.

"New schools are designed to be satellite 'receivers' meaning all they need are ovens and coolers. Schools that do have kitchens can now use that space for classrooms or other purposes."

School systems reporting no change in their lunch programs were Dearborn, Southfield, Mt. Clements and River Rouge. In Troy, the high school will discontinue serving lunch this fall due to split sessions.

A free lunch program for needy children is offered in all the school systems contacted. In all cases, the children's names are kept confidential.

The National School Lunch Program, established in 1946, is administered by the United States Department of Agriculture. States are reimbursed a percentage of their costs for food, and in some cases for kitchen equipment. The program's goal is "to safeguard the health and well-being of the nation's children."

[From Harcourt, Brace & World Publication, May 1970]

COMPLETING THE SCHOOL LUNCH PICTURE

"Cold Lunches" purchased from a foodservice contractor give 16 Detroit schools a lunch program years before kitchens could be built.

What happens when a school system cannot expand its lunch program fast enough to reach all of its children, when funds and time are not available to initiate hot lunch programs in older ghetto schools where kitchen and dining facilities are non-existent?

In the Detroit public schools, the answer was to forego a hot lunch program for schools without lunches in favor of a "cold lunch" program. If the pilot program initiated on April 1st is successful, thousands of disadvantaged children will be eating nutritious cold lunches, while the school system races to expand its hot lunch program to reach all of its schools.

Impetus for the program came from a civic organization called New Detroit, Inc., working with the Detroit Board of Education. The program is summed up by Dr. Norman Drachler, superintendent of Detroit Public Schools:

"There has been a lack of both funds and facilities. We have 70 elementary schools in the inner city without lunch programs and nearly all without kitchen facilities. The New Detroit Pilot Lunch Program may be the way to avert hunger in these schools without waiting years for kitchens to be built and equipped."

The 10-week pilot program is based on a contract between the city's Board of Education and ARA Services, Inc. According to ARA, it is the first such program in the country. Under the contract, the school system buys cold lunches packed in individual disposable trays. The lunches are prepared in ARA's Dearborn plant and delivered in refrigerated trucks by either ARA or the school system. Service is entirely the responsibility of the school, which also provides milk and disposable tableware.

Initially, the program covers 16 schools with about 12,000 children. The majority of these schools lack kitchen and lunchroom facilities, and with the exception of one school have never had a lunch program before. If the program is successful, it may be expanded to cover a total of 140 schools, and could feed close to 100,000 students.

Coincidentally, on the same date, new USDA regulations went into effect to permit public school systems to contract with food-service management companies and remain within the National School Lunch program without loss of subsidies. According to ARA, however, the new ruling had no effect on the Detroit program because the schools maintain full responsibility for serving the lunches, and receive no commodities for the program. In effect, the schools are simply purchasing complete, cold lunches as they would purchase convenience foods.

Each lunch, called an Astro-Pack, contains between one-third and one-half of the child's daily nutritional requirements, including a minimum of two ounces of protein. This is the same standard that is maintained for hot lunch programs in the city. City, state and ARA dietitians cooperated in planning the 15-day cycle menu. When the school system dietitians determined the portions and menu, they prepared specifications for ARA, who formulated the recipes based on these specifications.

Working closely with the dietitians and ARA was Howard Briggs, foodservice director for the Detroit schools. "Originally," Briggs says, "we had thought of establishing the program ourselves. The idea was not discarded, but we felt we could move quicker this way, and that it would also work as a trial for us."

If the pilot program is successful, Briggs adds, the Board of Education might start up a similar program on their own, building its own central commissary facilitiy. If the schools do decide to do this in the future, the present program will provide a basis on which to judge participation, facilities needed, etc. The cold lunch program may, in fact, have a planned obsolescence, as the school system expands their hot lunch program to cover all schools.

As the program is now operating, the total cost of each lunch is 57 cents, including milk and distribution. A USDA subsidy of 37 cents is applied to each of the lunches. Students who can afford it, pay 20 cents. Students at a proscribed income level pay 10 cents, and those below that income level receive free lunchs. New Detroit pays the additional 10 cents for each lunch purchased for a dime, and shares equally with the Board of Education the 20-cent cost for those lunches distributed free. Equipment for the schools consists only of refrigerators to store milk and/or lunches until serving.

Service depends on the available facilities at individual schools. Some set up tables in the hallways where students form lines to receive their lunch, a straw, plastic flatware and a napkin. Tickets had been sold to the students in the morning. At Sherrill, tables were set up in the front of the school's auditorium for this purpose. Since none of the schools have lunchrooms, most of the students carried their lunches back to their classrooms to eat. Other facilities such as auditoriums and gyms were utilized, also. The disposables were placed in the regular wastebaskets in each room, which in turn were emptied into larger containers placed in the halls for this purpose. This refuse was disposed with the rest of the school's refuse in each school's incinerator or coal-fired burners.

One of the largest problems encountered in the program, Briggs says, is a shortage of "noon hour aides," part time workers (usually mothers) who come in during the lunch period for one to 1½ hours to supervise the students. Plans are to have one aide per classroom plus, in some cases, one or two for playground duty. Working only one or 1½ hours a day, and at a relatively low pay scale, makes this job low in monetary gains. But as Briggs notes, "Most of the aides have more in mind than just money when they accept the job."

Although teachers helped out during the beginning of the program, Briggs foresees some problems in asking teachers to give up their noon hour to help serve students. He hopes to be able to rely on the aides.

Participation, of course, is an important factor in weighing the success of the program. First-day participation of about 50 percent was encouraging. At this stage, it is difficult to draw conclusions about this 50 percent figure. Initial excitement over the program may have inflated first-day participation. On the other hand, parents who did not know about the program may be learning about it and may wish for their children to participate.

Two weeks before the program began, the Board of Education sent home a letter-to-the-parents with each child. Included with the explanatory letter was a menu for the first 15 days, an application form for receiving reduced price or free lunches and a form for parents interested in applying for noon hour aides positions.

The Detroit Board of Education's cold lunch plan admittedly has some shortcomings—most importantly, a lack of nutrition education. The plan itself may be only a stop-gap measure. But if the students at the 16 schools don't realize they are getting a well balanced, nutritional lunch, at least they *do* know that they are no longer as hungry as they were.

FIRST DAY; FIRST LUNCH

The morning of April 1st at Detroit's Sherrill Elementary School was much like any other school morning. There was, perhaps, a noticeable atmosphere of anticipation and some added activities, but classes went on as scheduled with little change. By the afternoon, however, there was one important change—students who normally had nothing to eat at noon, or who made it through the day with no more than a carton of milk, returned to their classes with their hunger abated. For many, hunger was no longer a part of the classroom environment.

Sherrill, the largest of the schools involved with a student population of around 1400, was selected as the symbolic start of the new pilot program. All of the excitement generated for the program by the school system. New Detroit and ARA was overshadowed by the reactions of the students themselves at this school.

By mid-morning, a number of ARA officials and staff members and the press (including television cameras) had arrived. Some students were released from classes to re-create for the press the purchasing of tickets. Others were permitted to go outside to meet the delivery truck. As the first cart load was rolled up the sidewalk, students thronged the delivery man shouting and waving at the camera.

Service from the two tables in the main hallway was somewhat chaotic (understandable for the first day and greatly improved by the second day), especially with television cameras recording the event. The school ran short of lunches, and a delivery truck was dispatched to "borrow" from a school with a surplus.

Students lined up at the doorways to classrooms designated as lunch rooms and examined what was to be their first school lunch—a chicken drumstick, savory bean salad, corn muffin with butter, sliced peaches and milk. Reactions varied. One girl, who had never had a muffin was disappointed when she discovered it wasn't a cup cake. Others asked if "butter tastes like margarine." Drumsticks usually went first, the bean salad last. One boy asked "What's this?" "Green beans," was the answer. "Oh," he said in a quiet voice and sampled them for the first time in his life. For one little boy, as for one city, it was a beginning.

INDIANAPOLIS

The central kitchen began operations in December 1969. The operation was to reach 27 schools by the end of the 1969–70 school year—the goal was realized. In September 70, the school year began with 27 schools. Since that time, an additional 12 schools have been added; bringing the total to date 39 (poverty) schools. There are an additional 5 schools which are expected to come into the program relatively soon. This will complete the schools involved. At the present time, the ADA is 19,045 and the ADP is 13,000. There are 64 other cafeterias presently serving food. It is hoped that eventually a number of these will be phased out and those schools brought under the central kitchen operations. It is hoped that the operation will expand to include some of the innercity parochial schools.

BUFFALO AND ROCHESTER

The State agency's implementation of PL 91–248 realized and assisted "target areas" of school children in Buffalo, New York and Rochester, New York in obtaining "good nutrition," a factor so vital to their mental and physical wellbeing, and progressive growth.

Priority was given to the "neediest" of schools without food service and equipment. Federal and State funds are assisting Buffalo in serving Type A bag lunches to 97 schools (ADP 32,400), 25 of which are considered "target areas" (ADP 10,200); there are 13 schools (ADP 5,300) in Rochester's "target area" that are receiving bag lunches. In addition to 24 schools (ADP 8,300) in Rochester, that have kitchen and dining facilities serving hot lunches.

Service Systems Inc. was contacted to satellite bag lunches at a cost of 57 cents in Buffalo and 49 cents to Rochester. Menus are selected by the schools and orders placed one week to a month in advance. Lunches are served in the classrooms. The lunch period is monitored by teachers, cafeteria aids, and community volunteers. Student acceptability is quite satisfactory, garbage disposals adequate and easy, sufficient play time for the children and systemized relief time for teachers.

This method of serving lunches is greatly accepted by the parents and local school boards. The school boards contend that satelliting bag lunches eliminates considerable overhead expense and responsibility.

It is the S/A's goal, depending upon the availability of funds, to establish at least 11 feeding facilities in these areas each year.

CATHOLIC CHARITIES,
Kansas City, Kans., March 11, 1971.

U.S. SENATE,
Select Committee on Nutrition and Human Need.

GENTLEMEN: As an Agency, Catholic Charities wishes to express its concern regarding the problems of the poor in the Kansas City, Kansas area. We are hopeful that we might have proper nutrition in all of our schools, and consider nutrition an important item in the development of the children of our area.

Sincerely,

REV. WILLIAM A. FINNERTY, ACSW,
Director.

ST. MARGARET'S TENANTS ASSOCIATION,
March 21, 1971.

DEAR SENATOR MCGOVERN: The members of the St. Margaret's Tenants Association wish to inform you of the problem that exists with our children concerning nourishing lunches.

All of the children from St. Margaret's Projects are from low income families where in most cases both parents must work and they are left to walk approximately nine blocks to an empty house for lunch or carry cold sandwiches to school. Even those who have parents at home during lunch must rush through eating to make it back to school on time.

Due to these facts and many more in our community, we hope you will see the need for Type A lunches to be available in the schools. A hungry or fatigued child cannot possibly absorb as much knowledge as a well nourished relaxed one can. Please help us to help our children now while they are beginning their education so as not to lessen their chances later in life.

Sincerely,

RUTH GRIGSBY, *President.*

MISCELLANEOUS SCHOOL LUNCH COMPLAINTS

Name: Loretta Meyer.
Address: 6655 Parallel.
Phone: 299-6060.
School child attends: Christ the King School.
Complaints: I feel that children would do better and make better grades if they were to have hot lunches at school. I also feel that the food should look appetizing as well as being nutritious.

Name: Bea Marie Mejia.
Address: 1944 North 83.
Phone: 334-0293.
Complaints: I feel all children should have a hot lunch and a program should be initiated in each school.

Name: Floretta Poke.
Address: 1035 Laurel.
Phone: Ma 1 3690.
School child attends: Sumner, Northeast, Hawthorne.
Complaints: In my opinion all children should have the opportunity to eat a hot lunch. I feel the lunches should look appetizing as well as be nutritious.

Name: Linda J. Johnson.
Address: 1611 Freeman.
Phone: 342-6950.
School child attends: Northwest-Abbott.
Complaints: I have seven children, five of which attend public schools. Only the boy in Northwest is in a building that has any equipment for hot lunches. I fill out a form to see if he was eligible to receive free hot lunches and was informed through my son that he was not eligible to receive hot lunches for some reason. Knowing some of the people that have children receiving the free lunches and being somewhat familiar with their situation I felt that my son should be eligible also. Therefore, I called the school and was told to call back because the person I was to speak to wasn't there. After calling back two more times I talked to someone else and was told that by the set guideline my son was not eligible. He would have to pay 50¢ per day to receive a hot lunch. I cannot afford to pay $2.50 per week for him to have a hot lunch each day.

I feel that every child is entitled to a hot lunch, and I don't understand how anyone can feel like a job is being done or anything really being gained when their are children still sitting around with unbalanced diets or no lunch at all at noon. A child learns much better if his stomach get what it needs.

Name: Joyce Thomas.
Address: 3157 Coronado.
Complaints: I have two children, one who will be attending school this September. I feel that every child needs a hot lunch every day. It is also important for a child to have a hot lunch in order to learn.

Name: Lupe M. Gonzalez.
Address: 1441 So. 26, KC Ks. 66106.
Phone: 831-4742.
School child attends: Emerson Grade School.
Complaints: There is no hot lunch served at this fairly new school (after 1951). There are no snack bars or grocery stores nearby. Therefore, hot lunches are essential to the well-being of the students there. With an enrollment of 7.6 percent low income, this and all other schools should be considered for a hot lunch program immediately.

Name: Pearlie Mae Jones.
Address: 1970 N. 5th, Kansas City, Kansas.
School child attends: Dunbar South.
Complaints: I have two children who are now attending Dunbar School and there is no lunch program in the school. I would as a parent like to see the school lunch program extended to Dunbar.

Name: Bernice L. Rucker.
Address: 2805 Cissna, KC K. 66104.
Phone 321–1748.
School child attends: Northwest Jr. High.
Complaints: All children need a hot lunch. Hungry children cannot learn.

Name: Alberta L. Vann.
Address: 1027 Waverly Ave.
Phone: 342–2808.
School child attends: Hawthorne E. School.
Complaints: I think all children should have a hot lunch regardless of who they are.

Name: Bettie M. Albert.
Address: 2087 N. 6th St.
Phone: 321–8223.
Name of child: Barry K. Albert.
School child attends: Northeast Junior High.
Complaints: As head of my house with my mother and grandnephew living with me, Barry was denied a lunch reduced ticket altho I signed the statement asking for a reduced cost from 50¢. His daddy is alcoholic and work varies so he does not support him. My mother cannot help, out of her small railroad pension. Why can't Barry get a lunch at a reduced cost?

Name: Leguetta Diggs RN.
Address: Employee EOF.
Complaints: I feel that the children should have a well balanced hot lunch. With green veg., starch, fruit and all eat daily.

Name: Willa Mae Ward.
Address: 814 Ohio.
Phone: AT 1–2153.
Complaints: I am interested in the hot lunch program for all schools.

Name: Neva Gurin.
Address: 327 So. Mill St.
Phone: DR 1–6103.
School child attends: Riverview–St. Josephs.
Complaints: Children have too far to walk, too short time for lunch. Every school should have advantage of hot lunch not just a chosen few.

Name: Charles Ann Steen.
Address: 2019 N. 5th St.
Phone: 321–2573.
School child attends: Riverview.
Complaints: My sisters need hot lunches at school and I am very concerned about them. Also, my children will be going to school someday soon.

Name: Phyllis Worley.
Address: 249 N. 25th.
Phone: FI 2–5339.
School child attends: Park, Central Jr.
Complaints: I believe all schools should have hot lunches. If one school has hot lunches *all* schools should have.

Name: Julia Blka.
Address: 813 Lyons.
Phone: FI 2–6453.
School child attends: No child.
Complaints: I believe all children should have hot lunches. Most children have too far to walk to school and in winter it is too cold to walk back and forth to school.

Name: Betty Ramirez.
Address: 316 South 8th.
Phone: 321-0788.
School child attends: Riverview.
Complaints: Yes. Lunch Program should be implemented in all Elementary schools.

Name: Fanella Murphy.
Address: 315 S. Mill, K.C.K.
Phone: 342-2692.
School child attends: Wyandott and Central Jr.—Riverview.
Complaints: All schools should have the hot lunch program, or none at all. Especially for the grade school children. And they spend some of the money in the South End of town as well as the Northeast end.

Name: Maytha Ziegenbody.
Address: 1011 Ford Ave., Kansas City, Kans.
Phone: 342-2812.
School child attends: Whittier.
Complaints: The children need hot lunches at school.

Name: Mrs. Ruth F. Davis.
Address: 820 Ohio.
Phone: FA 1-5540.
School child attends: Lowell School, 11th Orville.
Complaints: Lowell School is located in the 2nd largest poverty area.
So, therefore, lunch program should be in all the schools located in the Brag area.

Name: Alma Cline.
Address: 1242 Ray.
Phone: 621-0092.
School child attends: Prescott:
Complaints: Hot lunches will help children to learn more.

Name: Esther Alonzo.
Address: 1244 Ray.
Phone: 371-6238.
School child attends: Prescott.
Complaints: Children need hot meals at noon. Because they don't have enough time to come home for lunch.

Name: Mary A. Robinson.
Address: 1246 Ray.
Phone: 621-6176.
School child attends: Prescott.
Complaints: Children need hot lunch because they don't have enough time to walk home and eat lunch.

Name: Rita Hussey.
Address: 1238 Ray.
Phone: 321-2265.
School child attends: Prescott.
Complaints: Children need to have a good hot meal at noon. This project is so far by the time they walk home they don't have time for a good lunch.

Name: Claudette Edwards.
Address: 358 So. 13th Street.
School child attends: Prescott.
Complaints: The children needs a hot lunch program.

Name: Louise Harris.
Address: 362 S. 13th St.
Phone: 621-6997.
School child attends: Prescott & Alcott.
Complaints: The children need to have hot lunches. Maybe they can learn more and do better in their class and etc.

Name: Zemia M. Dillon.
Address: 364 So. 13th St.
School child attends: Prescott & Alcott.
Complaints: We need hot lunch for the children.

Name: Mrs. Robert Colston.
Address: 360 So. 13th St.
Phone: None.
School child attends: Prescott.
Complaints: The children needs hot lunches.

Name: John Zumwalt.
Address: 2610 W. 42nd Apt 6.
Phone: 722-0448.
School child attends: NIA.
Complaints: The present Board of Education does not appear committed to placing hot lunches for hungry children at the top of their priority list of District No. 500 needs.

Name: Renna Sterling.
Address: 1707 North 7th.
Phone: 342-7766.
Complaints: I would like to see hot lunches offered within the schools: Due to the fact there are many working parents who must work, barely able to support their children. The children are rushed off to school, expected to pay attention and to learn, with groaning stomaches. Let's be able to at least say we gave these children a chance.

Name: Adah J. Washington.
Address: 2400 N. 7th St.
Phone: FA 1-1754.
School child attends: Dunbar North.
Complaints: Give children free milk. A hot lunch program; it should be.

Name: Earl Mayberry.
Address: 810 Quindaro.
Phone: 342-0425.
Complaints: I firmly believe that every child should have a hot lunch.

Name: William Young.
School child attends: Lowell.
Complaints: What is cost per child. Why don't Lowell school have it.

Name: Ernestine L. Hill.
Address: 2637 Farrow.
Phone: F12-9589.
School child attends: Quindaro.
Complaints: No hot lunch program, no kitchen facilities.

Name: Cynthia Kaye Fortune.
Address: 3117 Coronado Road.
Phone 342-5577.
School child attends: Not of school age.
Complaints: I believe *all* school-aged children should receive a hot lunch every day of the school year. I believe kitchen facilities and lunch room facilities can, and should be provided in all Kansas City, Kansas schools.

Name: Clyde Officer.
Address: 4007 Thompson.
Phone: RA 2-3851.
Complaints: By working in the community for a number of years, there have been many target area youth that go without hot lunches or no lunch at all. My complaint is, why isn't our school system in Kansas City, Kansas responsible to seeing that the conditions are so that—all youth have a opportunity to gain as much knowledge as possible? It stands to reason, if the youth are not getting enough to eat, they will not be able to give their full attention to what is being taught.

Name: Russel S. Biederman.
Address: 10317 Maple IPKs 66207.
Phone: 648-7883.
School child attends: None.
Complaints: I feel there is no reason on the delaying on the "Hot Lunch" program. Please this program should be the first action to be taken.
Thank you.
Russel S. Biederman.

Name: June E. Howser.
Address: 2924 W. 46th Ave., K.C.Ks.
Phone: 362-9484.
School child attends: Rosedale.
Complaints: No money to buy lunches with. How can some get free lunches and others can't especially if they can't afford them.

Name: Evalynn Wynn.
Address: 1184 Hilltop.
Phone: 342-1691.
Complaints: Some children have too far to walk to school. Their parents aren't able to send lunch so maybe they walk home to fix there own. Therefore, hot lunches should be in all public grade schools.

Name: Rita Douglas.
Address: 1238 Rowland.
Phone: 371-2578.
School child attends: Hawthorne.
Complaints: There is no store close enough for my kids to purchase lunch, when they do not carry lunch from home.

Name: John Edwards.
Address: 1707 N. 7th.
Phone: 342-7766.
Complaints: Some children do not receive proper nourishment at home therefore I feel that maybe these hot lunches will be of a great benefit to the children.

Name: Tommie Bailey.
Address: 1121 Chelsea.
Phone: 621-3491.
School child attends: Hawthorne.
Complaints: No facilities for hot lunches. The schools that does have lunches does not send menus home to parent.

Name: Almerisa Betts.
Address: 3423 N. 49th Dr.
Phone: AT 76905.
Complaints: The parents should know ahead what the menus will be so that they will not duplicate the meals at dinner. Also Quindaro school does not have hot lunch but Vernon does and they are only a block apart. The children at Quindaro feel left out. I feel that all children should have a hot lunch to further his learning.

Name: T. Maurice Jordan.
Address: 2713 Rowland.
Phone: AT 1-0319.
School child attends: Parker Elementary, N. 33rd & Haskell & Riverview Elementary, S. 7th & Pacific.
Complaints: No hot lunch.

MARCH 15, 1971.

DEAR SENATOR McGOVERN: The following organizations and individuals have mailed written testimony to me. This was done in order to get it to you on time for the Hearing. Please excuse me for opening your mail.

Sincerely,

MRS. WM. R. HEBBERGER.
Shawnee Mission, Kans.

1. League of Women Voters of Shawnee Mission—Mrs. Rose Grimm, Pres.
2. Church Women United, Shawnee Mission Council—Mrs. W. V. Macoubrie, Pres.
3. The Church Without Walls—James B. Lowe, Clerk of Session
4. Mrs. Virginia Ann Stuhr—Shawnee Mission, Kansas
5. Mr. & Mrs. William R. Hebberger—Shawnee Mission, Kansas
6. Mrs. Joe Anne Miller—Shawnee Mission, Kansas
7. Mrs. Evelyn Walz—Shawnee Mission, Kansas
8. Unknown (addressed to you) Olathe, Kansas
9. Mrs. Glenn Brussell—Shawnee Mission, Kansas
10. K.C. Ks. Legal Defense Comm., Inc.—Mrs. Carol Leverett, Acting Ch.
11. Mrs. Henry M. Halsted—Shawnee Mission, Kansas
12. Mrs. Ada Townsend—Shawnee Mission, Kansas
13. Shawnee Mission Unitarian Women—Shawnee Mission, Kansas
14. Shawnee Mission Untarian Society

MARCH 9, 1971.

DEAR SIR: I feel that the failure of 31 elementary schools in Kansas City, Kansas to serve a noon meal is indeed a crisis. I understand approximately 2,100 children from poverty homes are among the 14,000 children deprived of lunch at school.

Since the Children's Food Service Act of 1970 requires that all needy children receive lunch at school it seems that there must be a way to force this issue.

Hungry children do not learn and education is vital to our national well being—so we must feed these children.

Please do your best for them.

Sincerely,

SARA J. OLSON.

MARCH 15, 1971.

Senator GEORGE McGOVERN,
Chairman,
Senate Select Committee on Nutrition and Human Needs

DEAR SENATOR McGOVERN: As inhabitants of the state of Kansas and neighbors of Kansas City, Kansans, we are in favor of the principal of feeding hungry children through a lunch program in Kansas City, Kansas.

Sincerely,

(Mrs.) KRISTINE LEHR,
Chairman, Shawnee Mission Unitarian Women.

SHAWNEE MISSION UNITARIAN SOCIETY,
Overland Park, Kans., March 13, 1971.

Hon. GEORGE McGOVERN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR McGOVERN: You are to be congratulated for making it possible for States to provide school lunches for children. Our affluent society does not seem to be acutely aware of the fact that for many children, especially here in Kansas City, Kansas, such a lunch is the main meal of the day for them.

To me it is most regrettable that here in Kansas City, Kansas, matching funds have not been applied for. Fortunately, responsible citizens here are seeking to correct this oversight. If these concerned citizens are not successful those who suffer will be children.

Once again, congratulations for your splendid work in creating a National Lunch Act.

Very truly yours,

FRANKLIN P. SMITH.

KANSAS CITY, KANS., *March 1971.*

SENATOR GEORGE McGOVERN,
Chairman, Congressional Committee on Nutrition and Human Needs

DEAR SENATOR: I am glad that you are investigating the lack of school lunches in our inner City Schools.

Serving as President of our Neighborhood Council, I have heard these statements from different parents: (a) their children walking to school was entirely too far; (b) that they don't even like for the youngsters to eat lunch at school. Some of these parents work and don't have any other choice. Therefore, these children suffer for the lack of attention and human needs. The winters here are very cold. Please help us to get lunches in our schools.

Thank you, Senator McGovern.

GEORGIA GOODMOND, *President,*
Ohio-Ella-Splittog Neighborhood Council.

MARCH 10, 1971.

To Senator BOB DOLE, Senator HILLMAN, and Senator GEORGE McGOVERN

GENTLEMEN: Members of the Mid-Town Welfare Rights Council of Kansas City, Kansas have been cooperating with the City-Wide Task Force for school lunches, almost since its inception.

We all know very well the great need for these school lunches for the children on welfare, due to the inadequacies of our welfare allotments. Some of our larger families, especially, find it impossible to furnish their youngsters with more than the most meager sort of lunches, either to carry with them to school, if they live too far to come home at noon, or to serve them at home. Nourishing, balanced meals are an impossibility at any time in most cases.

Our group will continue to work with this Task Force until all our schools are able to serve every student who needs one, a nourishing lunch.

Respectfully,

MRS. AURELLA MADDEN,
Vice-Chairman, Mid-Town Welfare Rights,
and member assembled Virginia Caifarr.

MEMBER WELFARE RIGHTS

Helen Kloster, 31 No. Ferrie St.
Adolph Kloster, 31 No. Ferre
Aaron Boykins, 1243 Barnett
Bertha Cade, 3305 Wood
Martin H. Probst, 826 So. 10th St.
Dora Caleston
Mrs. Mary Meyer, 2511 Everett
Mrs. J. Lopey, 216 N. 16th St.

SCHOOL OF OUR LADY AND ST. ROSE,
Kansas City, Kans., March 12, 1971.

To Whom It May Concern:

The School of Our Lady and St. Rose, a Catholic, Title I, Model Cities Neighborhood School, is located in the heart of the poverty area of Northeast Kansas City, Kansas, and serves children of lower income families. Of the present enrollment of 168 students, 30% are receiving some form of public assistance.

Realizing that many of our children were coming to school each day without the proper nourishment, and aware of the relationship of a well-balanced diet and normal performance, we initiated a lunch program in October, 1969. Through the generosity of many friends, our church resources, and the cooperation of the State School Lunch Department in Topeka, Kansas, we were able to serve a reduced price hot lunch.

The effects of this noon lunch were immediate. Teachers recognized a noticeable change in student behavior in regard to interest and study habits. Many children were able to respond in class and experience academic success for the first time.

After the first year of our lunch program, we could see achievement testing scores showing significant improvement throughout the entire school. In one instance, students in Grade 5 made an average gain of two grade levels in reading.

The teachers at Our Lady and St. Rose School unanimously support our lunch and breakfast programs and believe that these two meals contribute to the increased educational success of our students.

SISTER MARY TIMOTHY HOBAN,
Principal.

KANSAS CITY, KAN., *March 11, 1971.*

DEAR SENATOR MCGOVERN: I am deeply concerned about the hot lunch program in the schools in our city.

The children in our neighborhood must walk nine blocks to school and have approximately 5 or 10 minutes to eat before they return at lunch time.

The families in our neighborhood are mostly of low and middle class incomes where most of the time both mother and father must work. This leaves them a choice of sending cold sandwiches or having their children come home to empty houses.

If Type A lunches were available in the schools all of our children would benefit. A hungry child cannot learn and it cannot always be the result of slow learning or fatigue, but in many cases this is true.

Please help us to help our children by providing hot lunches at school daily.

Sincerely,

MRS. VICTORIA DAVIS.

HOT LUNCH

I would like to receive hot lunch because I am financial unable to give them lunch as they should have.

MRS. PICKENS.

MARK TWAIN SCHOOL,
Kansas City, Kans.

DEAR SENATOR: I think the hot lunch program is a necessity for the children of Wynndotte County Schools, in fact all Kansas Schools that do not have the program. Its not that all people want free lunches, we just want cafeterias or lunch rooms for our children, so they don't have to be out in the weather.

This causes very much illness and much absenteeism from the schools. Where if we had the cafeterias with hot lunches and a balanced nutritional diet we would have less of this.

Also I think if a child does need a hot lunch and can't afford it. There is enough people paying taxes that a child could have a hot lunch at reduced rates so they can study better and not on an empty stomach. I know this will benefit many children in our county. Lets really try for the lunch rooms. Even if the children have to take sack lunches, its better than them being out in the weather all the time. I think it will help parents also. As I for one would be willing to help in the lunch room duty at any time and I think any mother would be glad to help this cause also.

Sincerely,

MR. AND MRS. MEYER.

SENATOR BOB DOLE, SENATOR HILLMAN, SENATOR GEORGE MCGOVERN

I as a mother would like to see all our children in our schools have hot lunches. I do not like for my children or any child to walk home some time in rain & snow to eat a lunch in ten min then run back to school.

I for one would pay all of my children lunches. I feel that we can get you to talk & think this over.

Yours truly,

MRS. R. O. GERLOFF.

CENTRAL UNITED METHODIST,
Kansas City, Kans.

It is extremely painful to come into contact with Children who are hungry. Especially in a country that produces such a great quantity of food stuff, & specifically in the center wheat country. Our little church tries to feed snacks at our study hall in the afternoon to children who have not eaten all day. However there are to many & we are to small.

B. J. HAMILLE, *Pastor.*

KANSAS CITY, KANS.

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIRS: As a program director for Salvation Army and on staff of four other drop-in centers, it has been brought to my attention the lack of nutrition and, in some cases, not eating at all. It's my opinion that the lack of a hot lunch program in District 500 is a grave injustice to the taxpayers of this community and their children, and it's high time this problem is corrected immediately.

Respectfully yours,

RICHARD ARMISSER.

SENATE COMMISSION ON NUTRITION

I am a mother of 5 children in Armourdale 1200 Custer. I have 3 children in John Fiske in which does not have hot lunch programs. When I have to go to doctor or personal business it is very essential that my children have hot lunches it will benefit me and my children if they have hot lunches because we are on welfare and it would help us out alot.

MRS. EVELYN HARPER.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington

DEAR SIRS: I would like to have hot lunches in school, for a good lunch for the Kids should have a good lunch and have a good meal like the other schools have.

My school is John Fiske School.

Sincerely yours,

JAMES STREET.

KANSAS CITY, KANS., *March 11, 1971.*

DEAR FATHER MCGLINN: I feel that all schools should have access to the hot lunches, especially those where there are so many low-income families within their district. I believe Riverview School should be one of the first schools to be included because of the large number of low-income people, also, the largest families. These children have too far to go back and forth to school, then not have an adequate lunch when they do get there.

Sincerely,

MRS. NEVA GUNN.

DEAR FATHER MCGLINN: I feel that it is necessary and mandatory that the school board of Kansas along with the associated governments develop a pro rata hot lunch program for Riverview grade school for the following reasons: the majority of the people that would be associated with this program more than likely do not have an adequate diet.

Dear Senators HILLMAN, DOLE, and MCGOVERN: Recently I have been informed that there are several grade schools in this area that do not furnish hot lunches or even provide a place for them to eat lunches that they would bring from home. I was very surprised. Because in all my school years I never attended a school that didn't provide these facilities. And I was raised in Southern California, where the weather is nice.

I was in a friends home the other day when her children came home for lunch dripping wet and cold. They had walked 9 blocks in the rain and 30 degree weather.

Considering the danger of illness to these children, I fully believe the little financial strain would be well worth it.

One of the elements of the decision for these lunches when I was a child was the danger to children on the streets. Times aren't any better. And our children are due all the protection that was rendered to me.

I don't think there is anything more important than these kids, who will be the future of K.C.K.

Thank you for your consideration of the matter.

Cordially,

BEVERLY WARD.

MARK TWAIN ELEMENTARY.

Senator McGOVERN: Hot lunches at school is very nice especially when its cold. Then you don't have to walk home in the cold. Out in the country schools at lower elementary school, a little school house with four rooms, kindergarten through fourth, we had a lady who fixed our lunches and drove out. And when she got there we lined up, paid her, and took our tray to our seats. When we finished we take our trays to her and help her load them in her truck. If a country school can do that, I don't see why the city schools are not able to do the same thing. It would not only help my brother and sisters but mothers and fathers also. It would even help other families just as well.

MARYLN YOUNG.

SHAWNEE MISSION,
Kansas, March 15, 1971.

ADA TOWNSEND

NEEDELCRAFT INSTRUCTION

Senator GEORGE McGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs.

DEAR SENATOR: It is my hope that the commendable work of your committee will result in full advantage of the School Lunch Act. It is a sad commentary on our disordered priorities that in this country of surfeit and surplus any child should grow malnourished and unable to realize therefore his full potential. It is especially distressing that those most in need are so often those adversely affected.

Respectfully yours,

ADA E. TOWNSEND.

MRS. HENRY HALSTED,
Overland Park, Kans., March 14, 1971.

DEAR SENATOR McGOVERN: I sincerely urge that the Senate Select Committee on Nutrition & Hunger do everything possible & implement a hot lunch program in the Kansas City, Kansas schools.

Sincerely,

CAROL HALSTED.

LEAGUE OF WOMEN VOTERS OF SHAWNEE MISSION,
AFFILIATED WITH THE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES,
Leawood, Kans., March 6, 1971.

Senator GEORGE McGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs

DEAR SENATOR McGOVERN: The League of Women Voters of Shawnee Mission commends your committee in its support of existing legislation as you conduct the hearing in Kansas City, Kansas, concerning the provision of school lunches for economically disadvantaged children.

As you know, it is the national position of our League that hungry children should be fed, and we are particularly interested in having whatever assistance is necessary rendered to our neighboring city to guarantee implementation of the school lunch program to benefit hungry children as soon as possible.

Thank you for the supportive service you are lending the community.

Very sincerely yours,

Mrs. Dudley H. Grimm, *President.*

Shawnee Mission, Kans., *March 11, 1971.*

Senator George McGovern,
Senate Hearing, School Lunch Program,
Kansas City, Kans.

Dear Senator McGovern: I feel very strongly that those children who cannot afford to purchase lunch, or who come from homes where food is a scarcity, should be furnished a lunch at school under the school lunch program.

I know from personal experience in working with children from the inner city areas of our community that this may be the only decent meal the child may have during the day. Hungry and poorly fed children make poor students.

Yours truly,

Frances Macoubrie,
President, Church Women United Shawnee Mission Council.

The Church Without Walls,
Shawnee Mission, Kans., March 14, 1971.

Hon. George McGovern,
Chairman, Select Committee on Nutrition and Human Needs,
U.S. Senate, Washington, D.C.

Dear Senator McGovern: On behalf of The Church Without Walls, an experimental issue-oriented church, and certainly concerned with human needs, we commend you and your committee for bringing the Senate Sub-committee hearings to Kansas City, Kansas.

We are aware that Congress has enacted Public Law 91–248, which makes federal funds available for School Lunch Programs, when State matching funds are made available. In the case of Kansas, $313,647 is needed for the 1972 fiscal year, and the failure of the Kansas Legislature to appropriate these funds may mean the loss of $2,613,723 in federal money, for the School Lunch Program. We understand that Governor Robert Docking through his Budget Planners, has not requested the necessary State matching funds.

We are genuinely concerned by the inability or unwillingness of many state and local officials to deal with these basic human needs, such as the problem of hunger. By holding your committee hearings at the grass roots level, you are calling attention to the fact that in the midst of affluence, thousands of children are hungry. We see the hot lunch program as a very high priority item, but state and local politicians, who often seem more dedicated to perpetuating themselves in office than in dealing with human needs, apparently do not.

We are also concerned about the inaction of the local school board as well as the removal by Governor Docking of the State matching funds from his budget. Perhaps the most meaningful action *you* could take during your trip to Kansas would be to privately or publicly suggest and persuade Governor Docking that he send an appropriation request to the Kansas legislature asking for the required $313,647 so that the matching Federal Funds for the National School Lunch Program will not be lost.

Your consideration of this request will be appreciated.

Yours very sincerely,

James B. Lowe,
Clerk of Session.

Overland Park, Kans., March 10, 1971.

Senator George McGovern,
U.S. Senate,
Washington, D.C.

Dear Senator: I certainly hope that the "School Lunch Program" will soon become a reality in the Kansas City, Kansas School System!

I have some personal experience with this as I have served as Director of a Saturday morning Tutoring Center sponsored by "CROSS-LINES" for three years.

The children at this center attend Major Hudson School. One family of four children come regularly. I have visited in their home and have had them in my home on one occasion and we have taken them on several field trips. The family is on welfare . . . the father was burned to death several years ago. These children have told me they have milk *once a week* at home. They drank one gallon for lunch at my home along with 3 hamburgers, cookies and ice cream. They were starved!! Their skin has an unhealthy look and they have had continuous colds this school year.

A hot lunch program at school would give these children nourishment they need to be able to learn. A hungry, vitamin starved child cannot continue to be enthusiastic and alert in school. It takes no medical degree to figure that out!

Now . . . I invite you to visit the schools in Johnson County and see how much food is thrown out *each* day . . . by children who can afford school lunches and have good diets provided at home. Or . . . ask some of the workers at these schools.

The garbage in one day would feed most of the underprivileged children in the Major Hudson school for one week. These schools receive government commodities too. If the government must cut costs, it certainly could be in these affluent areas (and I live here and pay the high taxes too) and the monies given to establish the school lunch program in areas where the children really need it.

Thank you for listening.

Sincerely,

EVELYN WALZ.

OVERLAND PARK, KANS., *March 12, 1971.*

Senator GEORGE McGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs.

DEAR SENATOR McGOVERN: I support a lunch program, but not necessarily a "hot lunch" program for the Kansas City, Kansas School system. Many of the children come from homes where food is insufficient and have working parents so that going home for lunch is no solution for a hungry child. A "cold" lunch would be better than no lunch at all.

In affluent Johnson County just to the south of the K.C. Kans. district, we have hot lunch programs in *all* the schools, thanks to federal subsidies, even though many schools have no kitchen facilities. Surely the same can be done for those in *real* need.

Very truly yours,

MRS. GEINN BRUSSELL.

JOE ANNE MILLER,
Shawnee Mission, Kans., March 9, 1971.

Hon. GEORGE McGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs.

DEAR SENATOR McGOVERN: I think that providing lunch for needy school children is a wonderful idea and should be practiced throughout the United States and certainly in my own state of Kansas. It seems to me that the Federal Government will have to keep watch over this program since some states and school districts can't or won't practice it.

A friend of mine, who grew up in France, received lunch at school, free. because her family was poor, and that was 35–40 years ago and it is still being done in France. Once again our "advanced" society shrinks in the ranks of doing deeds purely for human betterment or even necessity.

I am so thankful that your committee is in Kansas City and I support the principle and *practice* of serving free lunch to children in need of it.

Respectfully,

MRS. JOHN MILLER.

LAW OFFICE,
WILLIAM R. HEBBERGER,
Kansas City, Mo., March 11, 1971.

Senator GEORGE MCGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs,
Washington, D.C.

MY DEAR SENATOR: As proponents of the National School Lunch Act, my wife and I feel very strongly that all school children, particularly in the school district of Kansas City, Kansas, not only need to have lunch served to them, but that this is their right by law.

The 1970 amendments to the National School Lunch Act and guidelines that have been set by the Department of Agriculture seem to have erased, at least in our minds, all of the stumbling blocks for getting children fed except one. This being that a school district must volunteer to participate in the program. It would seem to us that children cannot possibly function properly on empty stomachs in an educational situation. For many of the children in Kansas City, Kansas, the school lunch may be the only nutritional meal they consume during the day, and we feel that if this program is not carried out, our tax dollars are not being properly used.

Sincerely,

MR. AND MRS. WILLIAM R. HEBBERGER.

OVERLAND PARK, KANS., *March 11, 1971.*

Hon. GEORGE MCGOVERN,
Senate Office Building,
Washington, D.C.

DEAR SIR: Many of us in the Kansas City area are distressed about the lack of school lunches for the economically disadvantaged children in Kansas City, Kansas.

May we urge you to take the steps necessary to see that the federal law is enforced.

MR. AND MRS. JOHN C. STUHR.

KANSAS CITY, KANS., *March 11, 1971.*

Senators DOLE, MCGOVERN AND BELLMAN,
Select Committee on Nutrition and Human Needs.

GENTLEMEN: I write regarding the hearings to be held March 15, 1971 in K.C., Ks. regarding school lunches, and would like my comments to be in the report.

First—Children should eat at home. Schools should be nearby so children could walk to schools, not use busses, and could return home for lunch. Children riding busses and eating at school get little exercise, put in a day longer than grownups, do not get to brush their teeth after lunch, do not get to rest a few minutes at home, have to use public toilets, etc., many hours of the day. Every problem the government butts in to solve creates more expense and problems. We do not need busses, elaborate lunch programs and government investigations.

Second—Please make parents responsible for raising their children. If parents want children, they should provide for them, or else not have them. The government seems to approve of parents not working or helping their children.

I believe today children need more exposure to the home and parents. You seem to be behind any program that keep children hopping around and away from home. I also think the elementary school day is too long. Think how you would hate to sit on hard seats all day listening to a preacher 5 days per week. You would get restless or drowsy and learn little. You would welcome a chance to stroll home at lunch, see mom, eat, freshen up and go back. Mothers can walk with children to school. Don't work against good simple logic and family life no matter how a few dead beats and dogooders yell.

Thanks.

WILLIAM R. WEST.

KANSAS CITY, KANSAS.

There is no doubt that it would be easier for some one else to feed our child or children, but this is a family responsibility—not the taxpayers—there are exceptions in all cases but these exceptions have always been taken into consideration and will be now and in the future.

ELMER M. SWENGEL.

KANSAS CITY, KANSAS.

DEAR FATHER MCGLINN: As a concerned citizen I am very interested in the hot Lunch program. I think it is a very good effort on your part to pursue this issue. There are some children that don't know what a hot lunch is, there parents work all the time or they don't have the money to provide a hot lunch for their children. Another thing if the board of Education can't provide the hot lunch for all children don't have it for any of them. There are poor children all over the State of Kansas.

Thank you.

TONILLA MURPHY.

MARCH 8, 1971.

DEAR FATHER MCGLINN: I definitely think the children at Riverview School should have a Lunch Program, as they have about 5½ blocks to go to school which isn't too far but where we live they have to climb a steep hill to get to school. And in the winter time it's bad because they no sooner get to school, when they have to return back. My children sometimes just grab their luncheon and run.

It bad too because some children, have to go to school as early as 15 til 8 next bunch at 8:00 a.m. and next bunch at 9:00 and lunch two of these bunches come home to eat lunch at 11:30, the 9:00 come home at 12:00. So you can see what we parents have to put up. The kids don't have enough time too have lunch plus waiting for the next bunch of kids too come home.

And I have 9 children 8 in school, 3 get the lunch program at Jr. and Sr. High Schools but that leaves me with 5 others to feed and I'm not financial situated.

MRS. SOCURO RAMUEZ.

DEAR FATHER MCGLINN: I think the children at Riverview should have a free lunch program because when they come home for lunch they don't have enough time to eat cause they have at least 5 blocks to walk. Besides I can't be going to the store to be getting them something to eat cause I don't have a car or that much money.

MRS. ELIZABETH CARTER.

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1. They have a distance to walk in the Winter time.
2. 5 blocks.
3. ½ hour for lunch.

ANGELINA HERMAN.

MARCH 8, 1971.

DEAR FATHER MCGLINN: To mine concern: Riverview school Do need Lunch program, Because my Kids had to walk home for lunch on sometimes real bad weather, and sometimes they hardly eat cause they have to run back to school.

Sincerely,

MRS. G. C. HERNANDEZ.

KANSAS CITY, KANS., *March 9, 1971.*

DEAR SENATOR MCGOVERN: My children and I live nine blocks from the nearest school. This makes the possibility of nutrition lunches quite impossible.

Either my children have to take cold sandwiches to school because of bad weather or my job keeping me away from home at noon; or when they are able to come home, they only have time for a bite or two before they start back to school so they won't be late.

If Type A lunches could be served in the schools, it would be a great step forward toward good health and a better education for the children.

Please consider our plea and help us to achieve this goal soon.

Sincerely,

ALMEDA ROGERS.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIR: I'm a sophomore in high school. When I was in grade school we never had hot lunches. It was pretty bad, walking home every day in the winter, especially if you lived pretty far. Now I have a sister going to grade school. I don't want her going home every day by herself just to eat lunch. My parents both work, so she has to cook her own lunch.

Sincerely,

RITA ORNELAS.

KANSAS CITY, KANS.

I believe all children in the Kansas City School District are entitled to a hot lunch or a choice of eating at the school or at home.

Many mothers are now working outside the home, and very few are able to come home and supervise the lunch hour. Also, the distance between the school and home is often a matter of eight or ten blocks. In the spring and fall this does not present too much of a problem, but in cold weather and snow it is difficult for the smaller children to make the extra trip a day.

MRS. WALLACE L. GIER.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIRS: I went to school at St. Thomas last year and I thought that many kids and I would have liked "Hot Lunches" at school. There were many kids that have had no money for their lunches at the school. I think that it is needed.

Sincerely yours,

VICTOR ORNELAS.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIRS: I am a VISTA volunteer working in the Armourdale area of Kansas City which has three elementary schools, John Fiske, John J. Ingalls, and Morse, all without hot lunch programs. The families in the area are generally low to moderate income and with many children, as many as 15, with a large proportion of the children under twelve years old. As VISTAS, we have had several calls from people looking for aid because they didn't have the money for food, medicine, medical aid, and other problems.

I see the hot lunch program as being an asset to the school system in Kansas City, Kansas, and especially in Armourville. Also from the income breakdowns in the area I know that there are many children that could take advantage of the free or reduced rates lunches.

As a member of the Hot Lunch Task Force and also as a VISTA, we are very hopeful that the commission will help us in getting hot lunches in our schools and improving our school system.

Sincerely,

RICHARD A. CONRAD.

BETHEL-RIVERVIEW ACTION GROUP,
COORDINATION AND DEVELOPMENT CENTER,
Kansas City, Kans., March 12, 1971.

DEAR SENATOR: I have been in the Kansas City, Kansas grade school system and I am concerned for the children who are younger than Myself and also for my younger brothers and sisters who are not receiving hot lunches in the public school system. They must walk long distances at lunch time and eat very fast, when there is food in the home. We hope you can help our younger brothers and sisters out. If they do not eat they cannot study.

Thanking you,

MR. GREGG LONG,
BRAG Youth Council Member.

KANSAS CITY, KANS.

SENATOR: I am the mother of six children all of school age. Two of my children are in Argentine high and fortunate enough to get a hot lunch. The other four are in John Fisk and are not receiving the advantage of a hot lunch.

It seems that because John Fiske is one of the schools to be closed in a couple years they are not allowed hot lunches—it seems quite ridiculous as other schools have hot lunches brought in from other schools why the same cannot be done for the schools in the Armourdale area that are not getting the wonderful advantage as other schools are—I will try my best to attend the meeting Monday—I only hope that you can help the unfortunate children of Armourdale.

Thank you.

MRS. A. BORHUKIENG.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIRS: My name is Ramona Stevens. I am in the fourth grade at Morse School. I would like to have a hot lunch at my school because I live far from school and it is cold when I walk home. I would also like to eat lunch with my friends. I hope you can help us.

Sincerely,

RAMONA STEVENS.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIR: I go to Morse School, Kansas City, Kansas. I am in the fifth grade. We don't have lunch at school. I don't like to walk home everyday at noon. Something we have to fix our own lunch.

Love,

DONNA STEVENS.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS.
Washington, D.C.

DEAR SIRS: I am a student at John Fiske school. I would like to have hot lunches at School.

Reasons:

1. I don't have long enough lunch hours.
2. The streets too busy.
3. It takes too long to get to school.

Sincerely,

SEVERO MORENO.

KANSAS CITY, KANS., *March 8, 1971.*

SENATE COMMISSION ON NUTRITION AND HUMAN NEEDS,
Washington, D.C.

DEAR SIRS: My name is Roberta Ornelas. I live at 744 Shawnee Ave., Kansas City, Kansas. I go to St. Thomas school. I am in the sixth grade. I think that a hot lunch program is needed in our schools.

Sincerely yours,

ROBERTA ORNELAS.

Senate Committee on Nutrition.

Dear Sir: I am a merchant for 20 years and I have seen a lot of the children grow up, and I know there is a need for a lot of help in this community. I see the kids a lot of times a week and I have them tell me they are hungry and many times I have gave them something to eat.

Charles Allison.

March 11, 1971.

Reasons for a Hot Lunch Program

ABBOTT SCHOOL

Theresa Dannu: I think we should have hot lunch programs because some kids mother and father make them come home for lunch and they can't get in the house and they be so hungry they go out and still and some parents don't have the money to pay for their lunch.

Beverly Trotter: I think we should hot lunch program, because most people take quiet a while to get back to school and have no time to play. The walk I have to walk is a long way and I think that the congressmen should provide lunch for every school especially Abbott. Because Abbott is the most poorest school in Kansas City. I do think we should have lunch.

Pamela Steele: I think every school should have hot lunch because we have too far to walk.

Linda Jackson: I think we should have hot lunches because when it's snowing I have to go home for lunch and I be late coming back to school. When we get back in the room the teacher would ask why we were late and she wouldn't believe us and make us stand in the corner, and whip us cause she didn't believe us.

Glenda Lowe: The reason why I think we should have a hot lunch because most people have too far to walk and most people eat cold lunch.

Tanyu Fears: I want a hot lunch because I'm tired of it being cold.

March 11, 1971.

Why I think we should had hot lunch: I think we should hot lunch for winter because in the winter most kint live to far.

Janios Goodhoe.

March 11, 1971.

Why I think we should have hot lunch. In the winter most children have to walk a long way to get home. And I the winter time some children just have a bologne sandwhich. And some people just have 1 peanut butter and jelly sandwhichs. This Why I think we should have a hot lunch.

Glenda Lowe.

March 11, 1971.

I am a children at Abbott school 15th troup I think we sould have hot lunch because some children mother and father do not be home all the time and the child can not eat that is why I think we should have hot lunch.

Theasa Dannes.

March 11, 1971.

Why I think we should have hot lunchs I think every school should have hot lunches because some have to far to walk home for lunch and some have to stay for lunch. And we go to Abbott School.

So please can we have hot lunches for all the schools.

Pamela Steele.

March 11, 1971.

Why I think we shall have hot lunches—

Dear Congressmen: I think every school should have hot lunches. I am from Abbott School in Kansas City, Kansas at 15th and Troup. And I live a great distance away from school. And by the time I get to school the bell ring. I don't have anytime to play. And we should at least have chilli, pop, crackers and other things. And my mother will give me the money. So please give us hot lunches. But really our school is the poorest school ever. But we do want hot lunches. Thank you.

Yours Truly,

Beverly Trotte.

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